S. HRG. 98-294

DRUG INTERDICTION ON THE GULF COAST

HEARING

BEFORE THE

SUBCOMMITTEE OF THE

COMMITTEE ON APPROPRIATIONS

UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

FIRST SESSION

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SPECIAL HEARING

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Department of Justice
Department of Transportation
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Nondepartmental Witnesses

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CONTENTS

	Page
Opening statement of Senator Cochran	1
Opening statement of Senator Hawkins	3
PANEL 1	
Nondepartmental witnesses:	
Mississippi Department of Public Safety: Statement of Lt. Gen. Sidney Berry (Ret.)	5
Prepared statement	9
Mississippi Bureau of Narcotics: Statement of Tom Dial	19
Prepared statement	22
Mobile Police Department: Statement of Jeff Stokes	23
Gulfport Police Department: Statement of Hayward Hargrove	26
Prepared statement	27
Biloxi Police Department: Statement of Robert Payne	28
Mississippi Criminal Investigation Bureau: Statement of Maj. Walter Tucker	32
PANEL 2	
Nondepartmental witnesses:	
Drug Research and Education Association of Mississippi: Statement of June Milam	38
Prepared statement	41
Treatment Committee of the National Federation of Parents for Drug-Free Youth: Statement of Shirley Coletti	43
Prepared statement	47
Media questions	53
PANEL 3	
Department of Defense:	
Assistant Secretary of Defense for Manpower, Reserve Affairs, and Logistics: Statement of Dr. Lawrence J. Korb	59
Prepared statement	64
Submitted questions	78
PANEL 4	
Department of Transportation:	
U.S. Coast Guard: Statement of Rear Adm. William H. Stewart	81
Prepared statement	84
Submitted questions	109
Department of the Treasury:	
U.S. Customs Service: Statement of James Shaver	86
Prepared statement	90
Office of Patrol: Statement of J. Robert Grimes	95
Prepared statement	98
Department of Justice:	
Drug Enforcement Administration: Statement of Robert Bryden	112
Prepared statement	115
Nondepartmental witnesses:	
U.S. Attorney, Southern District of Mississippi: Statement of George Phillips	119
Prepared statement	122
Statements submitted subsequent to hearing:	
Mike Shelton and Jim Nicholson (joint statement)	131
Jerry Medford	132

DRUG INTERDICTION ON THE GULF COAST

SATURDAY, JULY 23, 1983

U.S. SENATE,
SUBCOMMITTEE ON DEFENSE,
COMMITTEE ON APPROPRIATIONS,
AND THE SENATE DRUG ENFORCEMENT CAUCUS,
Washington, D.C.

The Subcommittee on Defense of the Appropriations Committee and the Senate Drug Enforcement Caucus met jointly at 9 a.m., in the Biloxi City Hall, Biloxi, Miss., Hon. Thad Cochran, Mississippi, presiding.

Present: Senators Cochran and Paula Hawkins of Florida.

NONDEPARTMENTAL WITNESSES

OPENING STATEMENT OF SENATOR COCHRAN

Senator COCHRAN. The hearing will come to order. I want to welcome all of you today to this joint hearing to examine drug interdiction on the gulf coast.

This hearing is convened under the authority of the Subcommittee on Defense, Committee on Appropriations of which I am a member, and the Senate Drug Enforcement Caucus, which is chaired by Senator Paula Hawkins of the State of Florida.

I want to welcome Senator Hawkins and express our sincere appreciation for her joining us this morning for this important hearing. She is to be commended for her strong and effective leadership in establishing the Senate Drug Enforcement Caucus. I am pleased to be one of the 46 members serving on the caucus which is initiating and promoting important drug enforcement legislation in Congress.

At Senator Hawkins' request, the South Florida Task Force was organized to investigate and prosecute drug-related crime in Florida and through her personal diplomacy, the People's Republic of China has ceased the manufacture and export of methaqualone, the second most abused illegal drug by teenagers.

IMPACT OF DRUG USE ON AMERICANS

The devastating impact of narcotics on Americans and their families cannot be overstated. Illegal drug consumption on the national level exceeds $80 billion per year, an amount in excess of $350 per capita. Medical experts believe that drug abuse has been a major factor in the increasing death rate of young Americans between the ages of 15 and 24.

EMPLOYEE DRUG USE

Drug use by employees has been reported to cost employers $16.4 billion in lost productivity. No facet of American life is safe from the threat posed by narcotics.

The threat posed to our Nation by illegal drugs originates outside the borders of the United States. Over 90 percent of the illegal drugs in the United States are produced abroad.

Unfortunately much of these drugs are smuggled into this country through the gulf coast region. Following the success of the south Florida task force, drug smuggling has been reported to be moving up the coast from Florida as drug smugglers seek safer havens for their illicit activity.

MISSISSIPPI AS ALTERNATIVE TO SOUTH FLORIDA

The Gulf Coast States, including Mississippi, have become prime entry points, second only to south Florida. Small planes capable of landing on remote dirt airstrips are flying inland with illegal drugs, in addition to the boats secretly mooring in our rivers and bayous.

Illegal drug seizures in Mississippi alone last year topped $100 million in street value and over 700 persons were arrested last year on drug charges. These facts indicate that we have a growing problem that must be countered swiftly.

Today we will be assessing the impact of the illegal drugs entering Mississippi and the other Gulf Coast States and reviewing the efforts by Federal, State, and local law enforcement agencies to interdict these drugs at our borders.

We will also explore the role of the military in curtailing the flow of narcotics. The drug problem we face requires us to use the most sophisticated methods available to detect smugglers. I believe we ought to take full advantage of the radar, aircraft, ships, and boats available through the military forces.

Finally, we are particularly interested in determining how we can better coordinate our law enforcement efforts and military resources in the fight against drugs.

RECOGNITION OF WITNESSES

Appearing before this subcommittee today are representatives from the Department of Defense, the Department of Justice, the U.S. Customs Service, and U.S. Coast Guard, whose agencies have committed personnel, equipment, and other resources to carry out the work of the drug task forces and the National Narcotics Border Interdiction System.

Also appearing are State and local law enforcement officials and private citizens who are concerned about the health and safety of their families and communities.

There will be a break after the first two panels of witnesses testify, and at the conclusion of the hearing anyone who would like to submit a statement for the record should feel free to do so.

We will prepare a transcript of these hearings which will be made available to the U.S. Senate, particularly the Appropriations

Committee, and the Drug Enforcement Caucus, chaired by Senator Hawkins.

I want to express at this time my sincere appreciation to Mayor Gerald Blessey for the cooperation he has extended to our efforts to conduct these hearings here in Biloxi today and for making available the city council room. We appreciate that very much, and extend our thanks to the city council who are represented here today.

I also want to thank Mayor Jack Barnett of Gulfport who is very supportive of the efforts we are making and has cooperated very closely with the committee.

Let me now recognize Senator Hawkins for any statements or comments that she might make. We appreciate your being here today, and we welcome you to the gulf coast of Mississippi.

Senator Hawkins.

Opening Statement of Senator Hawkins

SOUTH FLORIDA DRUG TRAFFICKING

Senator Hawkins. Thank you so much. Good morning. It is a pleasure to be here in Biloxi. I want to thank Senator Cochran for initiating this important investigative hearing into drug interdiction. The people of Mississippi are very fortunate to have such an effective, well-respected representative in the U.S. Senate. Through his strong leadership as a member of the Senate Drug Enforcement Caucus, and the Senate Appropriations Subcommittee on Defense, the Congress repealed legislation which previously had prohibited the military from assisting in law enforcement personnel. Today the Department of Defense contributes vital equipment, intelligence personnel, and training to the State and local war on drugs. There is no organization better at detecting hostile air and sea traffic approaching the United States than the military. It's the military's job and they do it well. In the war on drugs, traffickers are the enemy of every community and every family.

No threat strikes America as savagely and frequently as narcotics. My home State of Florida, once a vacation paradise for millions of Americans became the victim of violent cocaine cowboys and thousands of other criminals involved in drug trafficking. Criminals have virtually taken over and terrorized all of south Florida. Six of the eleven most crime-ridden communities in the Nation were in Florida. The use of machineguns resulted in 28 percent of the murders in Miami. Time magazine's cover story declared that Miami was the Nation's "Murder Capital."

In February 1982, as Senator Cochran told you, I requested President Reagan to establish a task force on south Florida crime. Under the personal direction of Vice President Bush, south Florida received additional Federal judges, more prosecuting attorneys, and hundreds of additional law enforcement personnel.

ASSISTANCE FROM DEFENSE AGENCIES

Help was solicited and received from the Department of Defense, including the Navy, the Army, the Air Force, and the Marines. The results of the South Florida Task Force has been impressive. Drug

arrests are up 27 percent. Marihuana seizures are up 23 percent. Cocaine seizures are up 54 percent. In the past 16 months the task force seized nearly 3 million pounds of marihuana and more than 17,000 pounds of cocaine. The street value of those drugs is about $5 billion. As a result of the task force's effectiveness, drug smuggling increased up and down the Atlantic coast, in the Gulf of Mexico, across the Mexican border and into California.

NATIONAL NARCOTICS BORDER INTERDICTION SYSTEM

In response to this threat, President Reagan on March 23, 1983, announced the establishment of the National Narcotics Border Interdiction System, called NNBIS. You will hear a lot about it. It is a new system to protect our borders. It will utilize the general principles and the most successful interdiction techniques of the south Florida task force.

INVESTIGATIONS INTO GULF REGION

Today we will investigate the gulf region which runs from Appalachicola, Fla., to Brownsville, Tex. Recent intelligence reports indicate that major cocaine and marihuana mother ships are entering the Gulf States through the Yucatan Pass between Mexico and Cuba, and the Winward Pass between Mexico and the Bahamas.

In an effort to plug these holes, I have proposed that radar balloons permanently be placed in the middle of these passages. With their look down radar, these balloons could identify all suspicious vessels and order immediate interdiction. This would greatly reduce the blind searches that we are presently engaged in and make interception much easier.

I really look forward to hearing from today's witnesses. They represent millions of parents and thousands of local, State, and Federal men and women, courageously engaged in our Nation's battle against drugs.

Our first panel that Senator Cochran has announced is going to be very interesting and I am looking forward to the entire hearing as we move this war from center to center. These are pictures of the radar balloons that I have talked about, and they are much cheaper to run and those are the two areas there that we are talking about placing the balloons in, and they are much cheaper than the AWACS and the E-2's that we are using in south Florida at the moment.

Thank you very much.

Senator COCHRAN. Thank you, Senator Hawkins. Let me say, too, that the Senate Appropriations Defense Subcommittee is primarily interested today in these hearings as they relate to the participation by the Department of Defense in drug interdiction efforts in the entire gulf coast region.

Chairman Ted Stevens of Alaska has asked me to convey his greetings to all of those who are here today and will be participating in the hearing and express his regret in not being able to be here personally to chair the hearings, but he has authorized the conduct of the hearings which have also been approved by the chairman of the full Appropriations Committee, Senator Mark Hatfield.

INTRODUCTION OF PANEL

Our first panel this morning includes representatives of State and local law enforcement agencies. We will invite those witnesses to come forward to the table. We have invited to be a part of this hearing Lt. Gen. Sidney Berry, commissioner of the Mississippi Department of Public Safety, Tom Dial, director of the Mississippi Bureau of Narcotics, Jeff Stokes of the Mobile Police Department, Robert Payne of the Biloxi Police Department, and Hayward Hargrove, acting chief of the Gulfport Police Department. If all of you could come forward and take your places at the table at this time we would appreciate it very much.

Most of the witnesses have prepared for the committee written statements for which we thank you. We would hope that each witness could make whatever summary comment he chooses from those statements, and after each witness has concluded his oral statement, then the committee will have an opportunity to ask questions. Why don't we begin, Mr. Berry, with you, commissioner of the Mississippi Department of Public Safety.

(Panel 1)

MISSISSIPPI DEPARTMENT OF PUBLIC SAFETY

STATEMENT OF LT. GEN. SIDNEY BERRY (RET.), DEPARTMENT OF PUBLIC SAFETY

HEARING GOALS

General BERRY. Thank you very much, Senator Cochran and Senator Hawkins. I suppose we comprise the home team, and it is our pleasure to be with you.

Senator COCHRAN. That's right.

General BERRY. We Mississippians applaud the attention you are devoting to the serious and growing threat that illicit drugs pose to our citizens and our society. We appreciate your seeking ways in which Federal agencies and resources can augment State and local resources in the war against the trafficking of illegal drugs.

In his letter inviting me to testify before this joint hearing, Senator Ted Stevens of Alaska listed three goals of the hearing: Assessing the impact of illegal drugs entering the Gulf States, reviewing the status of Federal, State, and local drug interdiction efforts, and exploring opportunities to enhance interdiction efforts.

I will address the first two goals simply. Illegal drugs enter the Gulf States in unacceptable volume, and Federal, State, and local drug interdiction efforts are inadequate to the need. The remainder of my statement will address the third goal, exploring opportunities to enhance drug interdiction.

ENHANCING DRUG INTERDICTION

In Mississippi, two State law enforcement agencies are in the forefront of the war against illegal drug traffic and drug-related crime.

Senator HAWKINS. Would you speak closer to the microphone? The audience is indicating that they cannot hear you.

General BERRY. It helps to turn it on, doesn't it. In Mississippi, two State law enforcement agencies are in the forefront of the war against illegal drug traffic and drug-related crime. The Mississippi Bureau of Narcotics and the Mississippi Highway Safety Patrol. Both are within the Mississippi Department of Public Safety, although the Mississippi Bureau of Narcotics operates with de facto independence. The State agencies, of course, work in close coordination with each other as well as with local and Federal law enforcement agencies.

The 50 agents of the Mississippi Bureau of Narcotics devote full time to waging the war on illicit drugs. The 50 criminal investigators of the Mississippi Highway Safety Patrol find that approximately 20 percent of their cases deal exclusively with illegal drugs and another 20 percent of their cases deal with crime related to illegal drugs.

The approximately 400 Mississippi Highway Patrol troopers assigned to traffic enforcement often discover traffic law violators to be in possession of illegal drugs.

Living and working in communities throughout the State, these 400 troopers observe and report suspicious and possible criminal activity to the criminal investigator colleagues. They also provide a rapid reaction force in the manpower reserve, which can, when appropriate, reinforce the effects of the criminal investigators and narcotics agents in the war against crime as well as the efforts of the local law enforcement officers.

Although this hearing is principally concerned with the interdiction of the drug traffic from outside the United States, there are some pertinent lessons to be learned from our experience in the Mississippi domestic marihuana eradication program.

MISSISSIPPI DOMESTIC MARIHUANA ERADICATION PROGRAM

This incidentally is a program with which the U.S. Drug Enforcement Administration has provided invaluable assistance and guidance and augmented our resources. So have other Federal agencies, including the Federal Bureau of Investigation and the U.S. Forestry Service.

Several lessons emerge from this combined war against domestic marihuana.

First, the war against crime, especially traffic in illegal drugs is singular and indivisible and requires the concerted effort of all law enforcement and criminal justice agencies, local, State, and Federal.

Second, free flow of information from private citizens and all law enforcement agencies into a central criminal intelligence system for evaluation by professionals is essential to effective law enforcement operations against criminals.

Third, State and local law enforcement and criminal justice agencies must have Federal support in order even to begin to cope with illegal drug traffic, and then finally, Federal assistance is no substitute for professional competence, institutional initiative and aggressiveness, and unity of effort at the State and local levels.

GULF COAST DRUG INTERDICTION PROGRAM

Now to focus on a drug interdiction program for the gulf coast.

It seems to us that the objective of the drug interdiction program should be to defeat the importation of illegal drugs into the United States through the Gulf States and to apprehend, arrest, and convict those responsible for the importation, distribution, and sale of illegal drugs.

Successful execution of a drug interdiction program will involve the resources of the same agencies that are involved in implementing the domestic marihuana eradication program, but will require additional resources to combat illegal drug traffic through international waters and air space.

To be effective, it seems to us a drug interdiction program for the gulf coast should be formally organized on a regional basis with State subunits included and certain at least six elements:

First, an executive or command, control and comunications element is required to provide the program direction and a decision-making capability.

Second, an intelligence element is required which collects, evaluates, and analyzes all available information and data and provides the results to the executive element to assist with operational planning.

Third, an early warning system is required to locate, identify, and track illegal drug carriers approaching and seeking to enter the Gulf States by air or sea, and to provide timely information to appropriate Federal and State agencies.

Fourth, a chase element is required to follow intruding air or sea carriers to their destination and to provide pertinent information to law enforcement agencies.

Fifth, an intercept element is required to meet and apprehend those who deliver and receive shipments of illegal drugs.

And finally, a prosecution element is required to prepare cases, conduct courtroom prosecution, and to bring about the conviction of the apprehended law violators.

FUNDING FOR DRUG INTERDICTION PROGRAM

Where do these resources come from? It seems to us that the executive element should be headed by a representative of the Federal Government with representation from the States.

The intelligence element should come from both Federal and State agencies, according to the respective resources and capabilities.

Only the Federal Government has resources from which the early warning element can be formed: Primarily from the Defense Department, the Coast Guard, NASA, Customs, DEA, and the FBI. The Federal Government has most of the resources required for the chase element although State resources can augment that chase element. The intercept element we see as being comprised principally of State and local law enforcement officials augmented as appropriate by Federal law enforcement officials.

The prosecution element should be a combined Federal-State team.

I have suggested here several specific ways, in addition to the formal drug interdiction program, which we ask you to consider in increasing the effectiveness of the State and local law enforcement elements.

One of these in particular would be to assist us in acquiring the communications equipment, the air and sea vehicles, and electronic surveillance equipment adequate to defeat the modern, sophisticated, technologically advanced equipment with which the illegal drug traffickers are equipped, and in part to facilitate the transfer of title of vehicles, equipment, and property confiscated from drug law violators by Federal agencies to State law enforcement agencies.

This completes my statement, Mr. Chairman. I thank you for the privilege of providing the view and perspectives of the Mississippi Department of Public Safety on this important subject. Governor William Winter asked me to convey to you his unequivocal endorsement of everything contained in my statement, and his hope that these hearings will result in the creation of a formal drug interdiction program for the gulf coast in which Mississippi will be an enthusiastic participant.

Senator COCHRAN. Thank you very much, Commissioner Berry. We appreciate very much your being here personally today and your representing our Governor at this hearing as our leadoff witness.

[The prepared statement of Lieutenant General Berry follows:]

STATEMENT

OF

SIDNEY B. BERRY

LIEUTENANT GENERAL, U.S.ARMY, RETIRED

COMMISSIONER OF PUBLIC SAFETY

STATE OF MISSISSIPPI

Senators Cochran and Hawkins, I am Sidney B. Berry, Commissioner of Public Safety, State of Mississippi.

I thank you for the opportunity to appear before this joint hearing concerning Drug Interdiction on the Gulf Coast.

We Mississippians applaud the attention you are devoting to the serious and growing threat that illicit drugs pose to our citizens and our society. We appreciate your seeking ways in which federal agencies and resources can augment state and local resources in the war against the traffic in illegal drugs.

Accompanying me today from the Mississippi Department of Public Safety are Colonel Donald Butler, Assistant Commissioner and Chief of the Mississippi Highway Safety Patrol; Major George Saxon, Chief Inspector for South Mississippi and senior officer of the 400 troopers assigned to traffic law enforcement; Major Walter Tucker, Director, Mississippi Criminal Investigation Bureau and its 50 criminal investigators; Captain Joe Price, Regional Criminal Investigator for South Mississippi; Lieutenant Bobby Meadows, Air Operations Officer, Mississippi Highway Safety Patrol; and Lieutenant Gordon Kennedy, Intelligence and Operations Officer, Mississippi Domestic Marijuana Eradication Program.

In his letter inviting me to testify before this joint hearing, Senator Ted Stevens of Alaska listed three goals of the hearing: assessing the impact of illegal drugs entering

THE GULF STATES; REVIEWING THE STATUS OF FEDERAL, STATE, AND LOCAL DRUG INTERDICTION EFFORTS; AND EXPLORING OPPORTUNITIES TO ENHANCE INTERDICTION EFFORTS.

I WILL ADDRESS THE FIRST TWO GOALS SIMPLY. ILLEGAL DRUGS ENTER THE GULF STATES IN UNACCEPTABLE VOLUME; AND FEDERAL, STATE, AND LOCAL DRUG INTERDICTION EFFORTS ARE INADEQUATE TO THE NEED.

THE REMAINDER OF MY STATEMENT WILL ADDRESS THE THIRD GOAL: EXPLORING OPPORTUNITIES TO ENHANCE DRUG INTERDICTION.

IN MISSISSIPPI, TWO STATE LAW ENFORCEMENT AGENCIES ARE IN THE FOREFRONT OF THE WAR AGAINST ILLEGAL DRUG TRAFFIC AND DRUG-RELATED CRIME: THE MISSISSIPPI BUREAU OF NARCOTICS AND THE MISSISSIPPI HIGHWAY SAFETY PATROL BOTH ARE WITHIN THE MISSISSIPPI DEPARTMENT OF PUBLIC SAFETY, ALTHOUGH THE MISSISSIPPI BUREAU OF NARCOTICS OPERATES WITH DE FACTO INDEPENDENCE.

THE STATE AGENCIES, OF COURSE, WORK IN CLOSE COORDINATION WITH EACH OTHER, AS WELL AS WITH LOCAL AND FEDERAL LAW ENFORCEMENT AGENCIES.

THE ORGANIZATIONAL CHART OF THE MISSISSIPPI DEPARTMENT OF PUBLIC SAFETY IS AT ENCLOSURE 1 TO THIS STATEMENT.

THE FIFTY AGENTS OF THE MISSISSIPPI BUREAU OF NARCOTICS DEVOTE FULL TIME TO WAGING THE WAR ON ILLICIT DRUGS.

THE FIFTY CRIMINAL INVESTIGATORS OF THE MISSISSIPPI HIGHWAY SAFETY PATROL FIND THAT APPROXIMATELY TWENTY PERCENT OF THEIR CASES DEAL EXCLUSIVELY WITH ILLEGAL DRUGS AND ANOTHER TWENTY PERCENT OF THEIR CASES DEAL WITH CRIME RELATED TO ILLEGAL DRUGS.

THE APPROXIMATELY 400 MISSISSIPPI HIGHWAY PATROL TROOPERS ASSIGNED TO TRAFFIC ENFORCEMENT DUTIES OFTEN DISCOVER TRAFFIC LAW VIOLATORS TO BE IN POSSESSION OF ILLEGAL DRUGS. LIVING AND WORKING IN COMMUNITIES THROUGHOUT THE STATE, THESE 400

TROOPERS OBSERVE AND REPORT SUSPICIOUS AND POSSIBLE CRIMINAL ACTIVITY TO THEIR CRIMINAL INVESTIGATOR COLLEAGUES. THEY ALSO PROVIDE A RAPID REACTION FORCE AND A MANPOWER RESERVE WHICH CAN, WHEN APPROPRIATE, REINFORCE THE EFFORTS OF THE CRIMINAL INVESTIGATORS AND NARCOTICS AGENTS IN THE WAR AGAINST CRIME.

THE GEOGRAPHICAL ORGANIZATION OF THE MISSISSIPPI HIGHWAY SAFETY PATROL IS AT ENCLOSURE 2.

WE SEE THE ILLEGAL DRUG TRAFFIC AS HAVING TWO SEPARATE BUT RELATED ASPECTS: (1) DOMESTIC CULTIVATION AND PRODUCTION OF ILLEGAL DRUGS, AND (2) IMPORTATION OF ILLEGAL DRUGS FROM OUTSIDE THE UNITED STATES.

ALTHOUGH THIS HEARING IS PRINCIPALLY CONCERNED WITH INTERDICTION OF THE DRUG TRAFFIC FROM OUTSIDE THE UNITED STATES, THERE ARE SOME PERTINENT LESSONS TO BE LEARNED FROM OUR EXPERIENCE IN MISSISSIPPI'S DOMESTIC MARIJUANA ERADICATION PROGRAM.

BY EXECUTIVE ORDER NO. 458, DATED 6 MAY 1983, GOVERNOR WILLIAM WINTER LAUNCHED MISSISSIPPI'S DOMESTIC MARIJUANA ERADICATION PROGRAM, DESIGNATED THE COMMISSIONER OF PUBLIC SAFETY AS PROGRAM ADMINISTRATOR, AND DIRECTED ALL STATE AND LOCAL AGENCIES AND POLITICAL SUBDIVISIONS TO COOPERATE AND ASSIST IN WAGING THE WAR AGAINST CRIME AND ERADICATING MARIJUANA CULTIVATION IN MISSISSIPPI.

EXECUTIVE ORDER NO. 458 IS AT ENCLOSURE 3 TO THIS STATEMENT.

THE UNITED STATES DRUG ENFORCEMENT ADMINISTRATION HAS PROVIDED INVALUABLE GUIDANCE, ADVICE, ASSISTANCE, RESOURCES, AND SUPPORT TO THE MISSISSIPPI DOMESTIC MARIJUANA ERADICATION PROGRAM. SO HAVE SEVERAL OTHER FEDERAL AGENCIES TO INCLUDE THE FEDERAL BUREAU OF INVESTIGATION AND U.S. FORESTRY SERVICE.

ALTHOUGH THIS DOMESTIC MARIJUANA ERADICATION PROGRAM IS

BEST COPY AVAILABLE

STILL IN ITS EARLY STAGES, SEVERAL LESSONS EMERGE.

(1) THE WAR AGAINST CRIME - ESPECIALLY TRAFFIC IN ILLEGAL DRUGS - IS SINGULAR AND INDIVISIBLE AND REQUIRES THE CONCERTED EFFORT OF ALL LAW ENFORCEMENT AND CRIMINAL JUSTICE AGENCIES - LOCAL, STATE, AND FEDERAL.

(2) FREE FLOW OF INFORMATION FROM PRIVATE CITIZENS AND ALL LAW ENFORCEMENT AGENCIES INTO A CENTRAL CRIMINAL INTELLIGENCE SYSTEM FOR EVALUATION BY PROFESSIONALS IS ESSENTIAL TO EFFECTIVE LAW ENFORCEMENT OPERATIONS AGAINST DRUG CRIMINALS.

(3) STATE AND LOCAL LAW ENFORCEMENT AND CRIMINAL JUSTICE AGENCIES MUST HAVE FEDERAL SUPPORT IN ORDER EVEN TO BEGIN TO COPE WITH THE ILLEGAL DRUG THREAT.

(4) FEDERAL ASSISTANCE IS NO SUBSTITUTE FOR PROFESSIONAL COMPETENCE, INSTITUTIONAL INITIATIVE AND AGGRESSIVENESS, AND UNITY OF EFFORT AT THE STATE AND LOCAL LEVELS.

NOW TO FOCUS ON A DRUG INTERDICTION PROGRAM FOR THE GULF COAST.

IT SEEMS TO US THAT THE OBJECTIVE OF A DRUG INTERDICTION PROGRAM SHOULD BE TO DEFEAT THE IMPORTATION OF ILLEGAL DRUGS INTO THE UNITED STATES THROUGH THE GULF STATES AND TO APPREHEND, ARREST, AND CONVICT THOSE RESPONSIBLE FOR THE IMPORTATION, DISTRIBUTION, AND SALE OF ILLEGAL DRUGS.

SUCCESSFUL EXECUTION OF A DRUG INTERDICTION PROGRAM WILL INVOLVE THE RESOURCES OF THE SAME AGENCIES THAT ARE INVOLVED IN IMPLEMENTING THE DOMESTIC MARIJUANA ERADICATION PROGRAM BUT WILL REQUIRE ADDITIONAL RESOURCES TO COMBAT ILLEGAL DRUG TRAFFIC THROUGH INTERNATIONAL WATERS AND AIR SPACE. THESE ADDITIONAL RESOURCES CAN COME ONLY FROM FEDERAL AGENCIES.

IT SEEMS TO US THAT, TO BE EFFECTIVE, A DRUG INTERDICTION

PROGRAM FOR THE GULF COAST SHOULD BE FORMALLY ORGANIZED ON A REGIONAL BASIS WITH STATE SUB-UNITS INCLUDED AND CONTAIN AT LEAST SIX ELEMENTS.

(1) AN EXECUTIVE OR COMMAND, CONTROL, AND COMMUNICATIONS ELEMENT IS REQUIRED TO PROVIDE THE PROGRAM DIRECTION AND A DECISION-MAKING CAPABILITY.

(2) AN INTELLIGENCE ELEMENT IS REQUIRED WHICH COLLECTS, EVALUATES AND ANALYZES ALL AVAILABLE INFORMATION AND DATA AND PROVIDES THE RESULTS TO THE EXECUTIVE ELEMENT TO ASSIST WITH OPERATIONAL PLANNING.

(3) AN EARLY WARNING SYSTEM IS REQUIRED TO LOCATE, IDENTIFY AND TRACK ILLEGAL DRUG CARRIERS APPROACHING AND SEEKING TO ENTER THE GULF STATES BY AIR OR SEA AND TO PROVIDE TIMELY INFORMATION TO APPROPRIATE FEDERAL AND STATE AGENCIES.

(4) A CHASE ELEMENT IS REQUIRED TO FOLLOW INTRUDING AIR OR SEA CARRIERS TO THEIR DESTINATION AND TO PROVIDE PERTINENT INFORMATION TO LAW ENFORCEMENT AGENCIES.

(5) AN INTERCEPT ELEMENT IS REQUIRED TO MEET AND APPREHEND THOSE WHO DELIVER AND RECEIVE SHIPMENTS OF ILLEGAL DRUGS.

(6) A PROSECUTION ELEMENT IS REQUIRED TO PREPARE CASES, CONDUCT COURTROOM PROSECUTION, AND ACHIEVE CONVICTION OF APPREHENDED LAW VIOLATORS.

THE QUESTION ARISES: "WHO HAS THE RESOURCES AND CAPABILITY TO PROVIDE THESE SIX ELEMENTS OF A DRUG INTERDICTION PROGRAM?"

WE BELIEVE THE ANSWER IS AS FOLLOWS:

(1) THE EXECUTIVE STRUCTURE (OR COMMAND, CONTROL, AND COMMUNICATIONS ELEMENT) MUST NECESSARILY BE HEADED

BY A REPRESENTATIVE OF THE FEDERAL GOVERNMENT WITH REPRESENTATION FROM STATE AND, IF APPROPRIATE, LOCAL GOVERNMENT.

(2) THE INTELLIGENCE ELEMENT SHOULD COME FROM BOTH FEDERAL AND STATE AGENCIES ACCORDING TO THEIR RESPECTIVE RESOURCES AND CAPABILITIES.

(3) ONLY THE FEDERAL GOVERNMENT HAS RESOURCES FROM WHICH THE EARLY WARNING ELEMENT CAN BE FORMED: PRIMARILY FROM THE DEFENSE DEPARTMENT, THE COAST GUARD, NASA, CUSTOMS, DRUG ENFORCEMENT ADMINISTRATION, AND FEDERAL BUREAU OF INVESTIGATION.

(4) THE FEDERAL GOVERNMENT HAS MOST OF THE RESOURCES REQUIRED FOR THE CHASE ELEMENT, ALTHOUGH, WITH APPROPRIATE AUGMENTATION OF EQUIPMENT, SOME STATE AGENCIES COULD ASSIST WITH THE CHASE MISSION.

(5) THE INTERCEPT ELEMENT WILL BE COMPRISED PRINCIPALLY OF STATE AND LOCAL LAW ENFORCEMENT OFFICIALS, AUGMENTED, AS APPROPRIATE, BY FEDERAL LAW ENFORCEMENT OFFICIALS.

(6) THE PROSECUTION ELEMENT SHOULD BE A COMBINED FEDERAL-STATE TEAM, THE EXACT COMBINATION DEPENDING UPON THE LEGAL RAMIFICATIONS OF THE CASE.

FINALLY, I WANT TO SUGGEST SEVERAL SPECIFIC WAYS IN WHICH THE FEDERAL GOVERNMENT CAN HELP THE GULF STATES INCREASE THEIR EFFECTIVENESS IN COMBATING THE FLOW OF ILLEGAL DRUGS FROM ABROAD, AS WELL AS IN THEIR CAMPAIGNS AGAINST DOMESTICALLY PRODUCED DRUGS.

(1) PROVIDE LEADERSHIP IN ORGANIZING A REGIONAL DRUG INTERDICTION PROGRAM FOR THE GULF COAST AND ASSIST THE STATES WITH ORGANIZING THEIR SUPPORTING STATE PROGRAMS.

(2) PROVIDE STATE LAW ENFORCEMENT AGENCIES WITH COMMUNICATIONS EQUIPMENT, AIR AND SEA VEHICLES, AND ELECTRONIC SURVEILLANCE EQUIPMENT ADEQUATE TO DEFEAT THE MODERN, SOPHISTICATED, TECHNOLOGICALLY ADVANCED EQUIPMENT WITH WHICH THE ILLEGAL DRUG TRAFFICKERS ARE EQUIPPED. MOST IMPORTANT ARE MODERN AIRCRAFT AND EFFECTIVE AIR-GROUND COMMUNICATIONS EQUIPMENT WHICH WILL NET WITH COMMUNICATIONS EQUIPMENT USED BY FEDERAL AGENCIES.

(3) ASSIST IN TRAINING AND EDUCATING STATE AND LOCAL LAW ENFORCEMENT OFFICIALS.

(4) ASSIST IN DEVELOPING A STATE CRIME INTELLIGENCE CENTER.

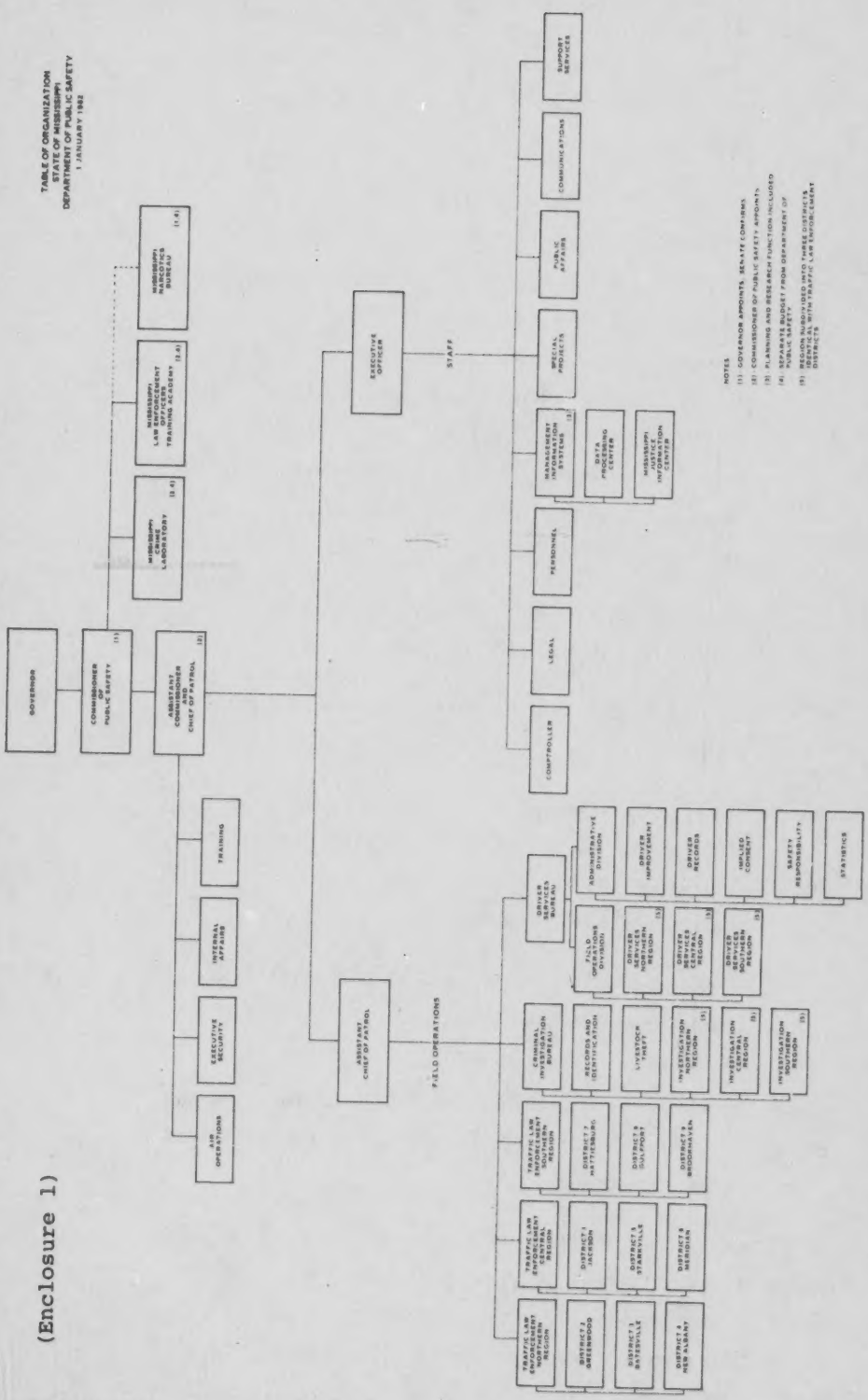
(5) FACILITATE TRANSFER OF TITLE OF VEHICLES, EQUIPMENT, AND PROPERTY CONFISCATED FROM DRUG LAW VIOLATORS BY FEDERAL AGENCIES TO STATE LAW ENFORCEMENT AGENCIES.

(6) PROVIDE SPECIAL FUNDS FOR GAINING INFORMATION FROM INFORMANTS AND PRIVATE CITIZENS CONCERNING ILLEGAL DRUG TRAFFIC AND ACTIVITIES.

THANK YOU FOR THE PRIVILEGE OF PROVIDING THE VIEW AND PERSPECTIVE OF THE MISSISSIPPI DEPARTMENT OF PUBLIC SAFETY ON THIS IMPORTANT SUBJECT.

GOVERNOR WILLIAM WINTER ASKED ME TO CONVEY TO YOU HIS UNEQUIVOCAL ENDORSEMENT OF EVERYTHING CONTAINED IN MY STATEMENT AND HIS HOPE THAT THESE HEARINGS WILL RESULT IN CREATION OF A FORMAL DRUG INTERDICTION PROGRAM FOR THE GULF COAST IN WHICH MISSISSIPPI WILL BE AN ENTHUSIASTIC PARTICIPANT.

(Enclosure 1)



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(Enclosure 2)

*SIMILAR GEOGRAPHICAL ORGANIZATIONAL BASIS FOR BOTH TRAFFIC LAW ENFORCEMENT BUREAU AND CRIMINAL INVESTIGATION BUREAU

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(Enclosure 3)

Mississippi
Executive Department
Jackson

EXECUTIVE ORDER NO. 458

WHEREAS, the cultivation of marijuana is a serious problem in the State of Mississippi, and it is adversely affecting the health, well-being and security of our citizens, particularly the young; and

WHEREAS, effective planning of a marijuana crop eradication campaign depends upon a comprehensive, coordinated statewide intelligence program, and effective execution thereof depends upon the combined, coordinated operations of numerous State and local agencies; and

WHEREAS, optimum results in the war against crime in Mississippi will be achieved only when the combined resources of the Mississippi Department of Public Safety, the Bureau of Narcotics within and under the supervision of said Department and all other appropriate law enforcement organizations are involved in concerted planning and operations; and

WHEREAS, such efforts will create certain demands on the resources of our State, and said resources need proper management and direction so as to assure orderly, positive results for the general welfare of our citizens:

NOW, THEREFORE, I, William F. Winter, Governor of the State of Mississippi, pursuant to the authority vested in me by the Constitution and applicable statutes of the State of Mississippi and in the best interest and for the general welfare of the people of Mississippi, do hereby order as follows:

SECTION 1. There is hereby created the Domestic Marijuana Eradication/Suppression Program which shall be administered by the Commissioner of Public Safety.

SECTION 2. The Commissioner of Public Safety shall call and convene meetings of those individuals exercising law enforcement authority whom he deems necessary to plan and implement said Program at such times and places as he deems appropriate. The Commissioner of Public Safety shall coordinate and direct all aspects of the said Program.

SECTION 3. The Commissioner of Public Safety will be the coordinating authority for the State's war against crime, part of which is the fight against illicit drugs and narcotics, and the direction of the planning and operations in this mission will rest entirely with the Commissioner of Public Safety, subject to orders from the Governor.

SECTION 4. It shall be the duty of the Bureau of Narcotics and every other department, agency, bureau, office, institution and political subdivision of the State of Mississippi, and the officers thereof, to cooperate with, assist and respond to the

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Commissioner of Public Safety in the furtherance of the war against crime and eradicating the cultivation of marijuana in Mississippi, including the exchange and sharing of intelligence and information relating thereto.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Great Seal of the State of Mississippi to be affixed.

DONE at the Capitol in the City of Jackson this 6th day of May in the year of our Lord nineteen hundred and eighty-three and of the Independence of the United States of America the two hundred and seventh.

William F. Winter
GOVERNOR

BY THE GOVERNOR
Edwin Lloyd Pittman
SECRETARY OF STATE

Mississippi Bureau of Narcotics

STATEMENT OF TOM DIAL, DIRECTOR, MISSISSIPPI BUREAU OF NARCOTICS

Senator Cochran. Our next witness is Thomas Dial, director of the Mississippi Bureau of Narcotics.

Mr. Dial. Thank you, Mr. Chairman and Senator Hawkins. The Mississippi Bureau of Narcotics was created by an act of the Mississippi Legislature in 1971 to specifically address what they saw at that time as a growing problem in the area of narcotics, and it is the principal agency in the State of Mississippi responsible for drug enforcement.

We currently employ 55 agents specifically for that mission. In order to assess the impact of illicit drugs which enter Mississippi, I think we must go back and examine the history of drug trafficking in the State.

For those purposes, we will use the period from 1972 to 1982. For example, during this period, the illicit drug seizures in this State exceeded $350 million. The significant fact concerning this figure is that $220 million of that $350 million came during the period of 1979 through 1982, a 3-year period.

Along with this increase, we have witnessed a similar increase in related problems, such as violence and corruption. The power, influence, and especially corruption of public officials which is generated as a result of that amount of available cash is staggering.

INCREASE IN GULF COAST DRUG TRAFFICKING

Throughout the State of Mississippi, particularly along the gulf coast and bordering counties, smuggling attempts have increased dramatically. We believe there is a direct correlation between this increase and the increased law enforcement effort in Florida. In fact, we predicted 3 years ago that Florida's increased law enforcement efforts would cause a shift in the smugglers base of operation.

Mississippi is particularly attractive to the smuggler because it offers numerous unattended air strips, low population density, and is generally rural in nature.

BREAKDOWN OF SMUGGLING ACTIVITIES

I think that in order to really understand the complexities involved in what we are dealing with here, that we need to take an inside look at one smuggling organization's operational procedures prior to the offload of 20,000 pounds of marihuana here in the State.

Now, these came straight from documents we seized during the investigation.

These are called standing orders, which were used during this operation.

The first one was very, very little drinking, two drinks per night, for the duration of the operation. No bar hopping.

No drugs or paraphernalia whatsoever during the operation.

One room of two people per motel, no parties in room.

No telephoning to anywhere from the hotel or hotel lobby area.

All outgoing calls to anyplace from pay phone at least 5 miles from worksite and hotel.

No calling home from the operational area. All messages to family and friends during operational period transmitted through a message center.

All motel rooms at delivery and distribution points preregistered by a lady advance man.

All vehicles to be filled with gas at every stop and topped off.

All drivers to have a $500 petty cash expense fund upon departure.

All meals of personnel shall be eaten at restaurants away from motel. No eating at hotel.

Then they go on to have a time assessment of delivery schedule. Once the plane touches down here in the country, and they have it figured out almost to the second, they feel like that each person can handle two units, being two bales of marihuana per minute. In this particular instance, they had 10 handlers and they were going to handle 20 units per minute. They had planned to offload 400 bales of marihuana and it would take them 20 minutes from the time the plane touched down to offload the 400 bales of marihuana.

Senator COCHRAN. How big is a bale of marihuana?

Mr. DIAL. They had it figured at 50 pounds of marihuana, so they figured 4 to 5 minutes area removal being at the airport and getting out of that area, and they planned to rendezvous at a destination 1,260 miles from that airport in 32 hours.

Senator HAWKINS. What type vehicles did they use?

Mr. DIAL. U-Haul vans, that sort of thing, and then at that point they would inventory, weigh, record, and change vehicles, and then commence final delivery. They estimated from the time the plane touched down until they completely delivered the 20,000 pounds of marihuana would take 72 hours.

We are talking about a street value of approximately $1 million per ton of marihuana. That is just a rough estimate.

TRAINING OF LOCAL LAW ENFORCEMENT AGENCIES

In order to deal with groups such as I have just described, the Mississippi Bureau of Narcotics has been engaged in intensive training of local law enforcement agencies during the past 2 years. During that time approximately 500 State and local officers have attended these 3-day training sessions.

We have also entered joint agreements from local governments in forming combined bureau of narcotics, county, city, metro units which have proven to be very successful.

We have also provided an intensive educational awareness and prevention program combining our efforts with the statewide parents' organization called DREAM to sponsor and promote this aspect of reducing drug availability. This program is one of only two in the entire country on a statewide basis. It is completely privately funded. I believe this approach holds more promise to eventually reducing the drug abuse problems than anything else we can do.

ENHANCEMENT OF INTERDICTION EFFORTS

In looking at opportunities to enhance interdiction efforts, one of the most positive steps that has been taken in the recent years was the passage of the amendment to the Posse Comitatus Act, allowing the military to assist civilian law enforcement authorities in the area of drug enforcement. We must have more contributions from the Federal Government in terms of manpower and resources.

Only two working DEA agents and a supervisor are currently assigned to the State.

We must increase the staff of the U.S. Attorney's Office to allow more timely prosecution of cases. We have to develop more sophisticated responses to smuggling methods, and conventional and traditional law enforcement methods are not working, and have not worked.

PROGRESS ON DRUG TRAFFICKING ABUSES

I am frequently asked if we are making any progress on drug trafficking and abuse. It is my stated opinion that we are. We are becoming more knowledgeable about this problem, and although statistics indicate we have met with some success, I belive we still lack an all-out commitment to solving the problem.

We must have the dedication of every element of our society. We must have every resource. We must remove from our ranks all those who have been touched by the tentacles of drug trafficking profits, whoever and wherever they may be.

We must streamline the entire criminal justice system so as to provide for the swift arrest of the traffickers, prompt trial, and sure penalty.

In short, we must create an atmosphere in which drug abuse cannot exist.

Senator COCHRAN. Thank you very much, Mr. Dial. We appreciate your help on the State level.

[The prepared statement of Thomas L. Dial follows:]

PREPARED STATEMENT OF THOMAS L. DIAL

DIRECTOR

MISSISSIPPI BUREAU OF NARCOTICS

Mr. Chairman and members of the subcommittee, the Mississippi Bureau of Narcotics was created by an act of the Mississippi Legislature in 1971, and is the principal agency in the state responsible for drug enforcement. We currently employ 55 agents for this specific mission.

In order to assess the impact of illicit drugs which enter Mississippi, we must go back and examine the history of drug trafficking in this state. For those purposes we will use the period from 1972 to 1982. During this period, the illicit drugs seized in this state exceeded 350 million dollars. The significant fact concerning this figure is that 220 million of that total represents seizures from 1979–1982.

Along with this increase we have witnessed a similar increase in related problems such as violence and corruption. The power, influence and especially corruption of public officials which is generated as a result of that amount of available cash is staggering.

Throughout the state of Mississippi, particularly along the Gulf Coast and bordering counties, smuggling attempts have increased dramatically. We believe there is a direct correlation between this increase and the increased law enforcement effort in Florida. In fact, we predicted three years ago that Florida's increased law enforcement efforts would cause a shift in the smugglers base of operation.

Mississippi is particularly attractive to the smuggler because it offers numerous unattended air strips, low population density and is generally rural in nature.

I believe that in order for this committee to fully understand the extent of what we are confronted with, it would be appropriate to give you a look at one smuggling organization's operational procedures prior to and during the planned delivery of 20,000 pounds of marijuana to Mississippi from South America. It is as follows:

STANDING ORDERS

(1) Very, very little drinking (2 drinks) night for duration of operation. No bar hopping.

(2) No drugs or paraphernalia whatsoever during operation.

(3) One room of two people per motel, no parties in room.

(4) No telephoning to anywhere from hotel or hotel lobby area.

(5) All outgoing calls to anyplace from pay phone at least five miles from work site and hotel.

(6) No calling home from operational area. All messages to family and friends during operational period transmitted thru a message center.

(7) All motel rooms at delivery and distribution points pre-registered by lady advance man.

(8) All vehicles to be filled with gas at every stop and topped off.

(9) All drivers to have $500 petty cash/expense fund upon departure.

(10) All meals of personnel shall be eaten at restaurants away from motel. No eating at hotel.

TIME ASSESSMENT OF DELIVERY SCHEDULE

Two units/person—per minute.

Ten handlers=20 units/minute.

Off-loading 400 units would take 20 minutes, 4/5 minutes area removal. Rendezvous at destination 1260 miles in 32 hours.

Inventory—weigh, recarton, and change vehicles. Commence final delivery.

Estimate 72 hours for entire process.

Ladies and gentlemen you have just had an inside look at a highly professional smuggling organization.

In order to deal with groups such as I have just described, the Mississippi Bureau of Narcotics has been engaged in intensive training of local law enforcement agencies during the past two years. During that time, approximately 500 state and local officers have attended these three day training sessions. We have also entered joint agreements with local governments in forming combined MBN/County/City Metro units which have proven to be very successful.

We have also provided an intensive educational awareness and prevention program combining our efforts with a statewide parents organization called DREAM to sponsor and promote this aspect of reducing drug availability. This program is one of only two in the entire country on a statewide basis, and is completely privately funded. I believe this approach holds more promise to eventually reducing the drug abuse problem than anything else we can do.

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We have to develop more sophisticated responses to smuggling methods. Conventional and traditional law enforcement methods are not working.

I am frequently asked if we are making any progress on drug trafficking and abuse. It is my studied opinion that we are. We are becoming more knowledgeable about this problem and although statistics indicate we have met with some success; I believe we still lack an all out commitment to solving the problem. We must have the dedication of every element of our society. We must tap every resource. We must remove from our ranks all those who have been touched by the tentacles of drug trafficking profits, whoever or wherever they may be.

We must streamline the entire criminal justice system so as to provide for the swift arrest of the traffickers, prompt trial, and sure penalty.

In short, we must create an atmosphere in which drug abuse cannot exist. Mr. Chairman, this concludes my remarks. I would be pleased to answer questions or furnish additional details. Thank you.

Mobile Police Department

STATEMENT OF JEFF STOKES

ACTIVITIES OF MOBILE POLICE DEPARTMENT

Senator Cochran. Next, we have Jeff Stokes who is representing the Mobile Police Department. We appreciate your being here, Jeff, and you may proceed.

Mr. Stokes. Thank you, Senator Cochran. We appreciate the opportunity to be here, thank you.

The purpose of my testimony is to briefly describe to the subcommittee certain efforts being exerted by the Mobile Police Department in the area of drug enforcement.

In addition to this observation and appraisal of the drug enforcement operational efforts in the Gulf States region, we have found in an assessment of the impact of illegal drugs entering the Gulf States a noticeable increase in the cocaine supply in the region. More cocaine is available at street level and noteworthy increases in the corresponding levels of the property crime in the area, which appears to be the result of illegal drugs.

For example, in 1982, larceny was up 24.6 percent from 1979; 1983 burglaries were up 25.1 percent from 1979. Accessibility of illegal drugs has increased here in the schools as evidenced by the

intensified enforcement program adopted in the Mobile County School System, noted by the increase in drug-related incidents investigated at this level.

According to the resource officers at our local Mobile County schools, 1979–80 year, there were 172 drug-related cases; 1980–81, there were 193 drug-related cases, and 1981–82, 574 drug-related cases. Well, you can see the increase. The statement is further supported through the interview and interrogation of offenders who indicate that the supply and accessibility and availability of illegal drugs has increased really dramatically in our area.

The corresponding increase in the drug dealers and users has resulted in a greater supply and accessibility of illegal drugs, notable increases in the amount of illegal drugs seized by authorities, particularly cocaine.

INCREASE IN COCAINE QUANTITIES

Cocaine quantities have increased from the average of 2 ounces in 1980 usual street seizure to 10 ounces, average, in 1982. The amount of cocaine being seized at street level is increasing dramatically. Otherwise, larger and more frequent marihuana seizures have resulted, and departmental enforcement efforts indicate that there is a larger involvement by a greater number of offenders and illegal areas of importation.

PRODUCTION AND DISTRIBUTION OF MARIHUANA

There are definite increases in the quantity and quality of marihuana, and the methods of marihuana cultivation. Cases involving marihuana cultivation for personal as well as large volume commercial distribution have now reached this region. Analysis has demonstrated increase THC content in locally and regionally cultivated plants, although quantity in dealing with drugs, cocaine and marihuana, have increased in the region. Prices of these drugs have likewise increased with the supply, indicating that the enforcement efforts result in a greater risk factor for the importer.

This together with greater demand for the drug have brought about the price increase. For example, in 1983, marihuana street costs represent a 50- to 100-percent increase over the 1980 street costs.

Millions of regional dollars are being spent to purchase illegal drugs, thereby creating an economic drain on the local region. This factor relates directly to the increase in the property crimes within our jurisdiction.

UNITY AMONG LAW ENFORCEMENT AGENCIES

A review of the status between the Federal, State, and local drug interdiction efforts shows that the working relationship between the different law enforcement agencies is at an alltime high.

Crime information exchange from local organizations comprised of members from all elements of enforcement congregate monthly for the specific purpose of exchanging information and communicating intelligence and investigating matters of mutual concern.

Exchange in these organizations include members of adjacent Gulf Coast States. Beginning in September 1983, joint operation investigations between Federal, State, and local agencies were common. Recent Federal sting operations have resulted in the resolution of numerous offenders and the apprehension of violators.

Joint efforts have specifically resulted in the arrest and prosecution of drug violators and interdependency of the liability of agencies. Our efforts to thwart drug trafficking have become an integral part of operational policies. Investigations at this moment are underway through the joint operation. All area enforcement agencies expect a continuation of these matters to be participated in. Exploring the opportunities for enhancement of interdiction efforts, in view of the reported increase in marihuana cultivation, it is the opinion and recommendation of our agency that greater voluntary appropriations be earmarked for the detection and eradication of domestic marihuana from the region.

AIR SURVEILLANCE PROCEDURES

In consideration of the vast increase of domestic cultivation, it becomes absolutely necessary that greater enforcement efforts from the air be undertaken.

As an example of our present underachievement in this area, the State of Alabama currently has but one aircraft assigned to this region for this purpose. Along the line of similar regions, we foresee the immediate need for more intensified enforcement efforts directed to the nearest shore and coastline border. The Alabama-Mississippi coast has literally hundreds of gulf-accessible waterways leading to inland cities where the illegal importation of drugs is culminated. With certain implementation of waterway patrols and attention on the part of local authorities we believe that a notable portion of the drug smuggling activity would be dealt with.

Mobile is a seaport community with worldwide trade. We feel that a more coordinated effort between State dock enforcement authorities, U.S. Customs Office, and local police agencies should be undertaken to insure greater and more effective scrutiny of incoming cargo aboard seagoing vessels. The same intensity of coordinated effort and utilization of port inspection should apply to each and every boat that comes to the port.

IMPROVEMENT NEEDED IN COMMUNICATIONS CHANNELS

Although communication channels between State and Federal authorities have in recent years improved dramatically, there is in our opinion still more room for improvement and more immediate disbursement of vital information can be transferred via the El Paso Intelligence Center and other similar agencies to local authorities, thereby providing for a more efficient approach to the enforcement responsibilities.

The singular most important recommendation of the Mobile Police Department today to this subcommittee is one of total commitment of all enforcement agencies to the ultimate goal of detecting, apprehending, and preventing drug smugglers in our region.

Senator COCHRAN. Thank you very much, Mr. Stokes, that is an excellent statement. We appreciate having with us this morning

the acting chief of the Gulfport Police Department, Hayward Hargrove. We welcome you, and we appreciate you being here and cooperating with us today.

GULFPORT POLICE DEPARTMENT

STATEMENT OF HAYWARD HARGROVE, ACTING CHIEF, GULFPORT POLICE DEPARTMENT

INCREASE IN GULF AREA DRUG SMUGGLING

Mr. HARGROVE. Senator Hawkins and Senator Cochran, first of all, I thank you on behalf of the Gulfport Police Department for inviting me here to this most important hearing.

For many years the State of Florida has been the primary area used by smugglers to bring illicit drugs into the United States. Everyone has recognized this fact because of the large coastline harbors and the remoteness of most areas near the beaches. With the stepped up enforcement and changes in the laws in reference to illicit drugs in the State of Florida, the criminal element has now directed its attention to Mississippi, Louisiana, and Texas. This has been shown by the increase in the number of people arrested and the amount of illicit drugs seized in these areas. Activity in illicit drugs has increased in these areas but manpower of law enforcement agencies has remained the same or decreased in the last couple of years.

We have to keep in mind that the criminal element has an apparent unlimited supply of money and equipment available to them while law enforcement agencies are limited to operating on a fixed budget. For example, the Gulfport Police Department budget for the current year is fixed at $2.1 million with 85 personnel, and one operation of illicit drugs could net as much as $40 million.

RESTRICTIONS ON LOCAL AGENCIES

Local agencies are restricted not only by the amount of money available but by the boundaries of their cities or counties in which they operate. Small agencies feel that smuggling is not their problem, and that it is a problem for either State or Federal agencies. Of course, this is not true because we are all affected by the illicit drug problem.

COOPERATION AMONG LAW ENFORCEMENT AGENCIES

Since the appointment of our current U.S. attorney, local agencies have found a new attitude and direction to look for assistance. Since Mr. George Phillips was appointed, there has been nothing except support for him and his staff. Concentrated efforts are being made by all agencies to curb and get the problem under control. At the present time there is more cooperation between local, State, and Federal agencies than ever before.

Agencies are no longer hesitant to call and request assistance. It would be extremely helpful on the local level if equipment belonging to the Government was easier and quicker to obtain.

An example would be a dog trained to work with illicit drugs. Clearances required to obtain materials and equipment needed are

most difficult and time consuming. We are not complaining because we understand that procedures are required. It would also be extremely helpful if the flow of information available to law enforcement agencies were coordinated by one person, one agency and evaluated in order that all information possible is available to all agencies.

Information should be accessible to all agencies and if an agency initiates a case that goes beyond their jurisdiction, the agency should be notified of the results and disposition. By all agencies working together, much can be accomplished toward reaching our goals.

PUNISHMENT SHOULD FIT THE CRIME

Low bonds on defendants and the possibility or probation or fine on first offense has no deterring effect on illicit drug offenders. The large amount of money made by these people makes this no deterrent at all. Defendants from foreign countries have almost nothing to fear from being caught in our country. If caught, they simply make bond and return to their country. If they do not return voluntarily, they only forfeit the bond and nothing else is heard from them.

Law enforcement officials would like to see a change in the bonding procedures on illicit drug offenders, especially those from foreign countries. Let the courts or legislatures change the laws to make it a must to spend some time in jail.

We would also like to see mandatory jail sentences upon conviction for smugglers and repeat offenders.

I feel that south Mississippi is heading in the right direction by formation of the LECC appointed by Mr. George Phillips, U.S. attorney. With the recent rulings regarding military bases and their personnel and equipment along with the FAA, State agencies, Federal agencies, and local agencies, we now have manpower and equipment to make an impact on the illicit drug operations.

Only one item remains, and that is money, which could come from several sources, including the IRS.

Thank you very much for allowing me to appear before this panel.

Senator COCHRAN. Thank you, Hayward, for the fine statement. We appreciate having the benefit of your observation.

[The prepared statement of Hayward Hargrove follows:]

PREPARED STATEMENT OF HAYWARD HARGROVE

ASSISTANT CHIEF OF POLICE

GULFPORT, MISSISSIPPI

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We have to keep in mind that the criminal element has an apparent unlimited supply of money and equipment available to them, while law enforcement agencies are limited to operating on a fixed budget. For example, the Gulfport Police Department budget for the current year is fixed at 2.1 million dollars with 85 personnel and one operation of illicit drugs could net as much as 40 million dollars. Local agencies are restricted not only by the amount of money available, but by the boundaries of their cities or counties in which they operate. Small agencies feel that smuggling is not their problem and that it is a problem for either State or Federal agencies. Of course, this is not true because we are all affected by the illicit drug problem.

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It would be extremely helpful on local level, if equipment belonging to the government was easier and quicker to obtain. An example would be a dog trained to work with illicit drugs. Clearances required to obtain material or equipment needed are most difficult and time consuming. We are not complaining because we understand the procedures required.

It would also be extremely helpful if the flow of information available to law enforcement agencies were coordinated by one person and evaluated in order that all information possible is available to all agencies. Information should be accessible to all agencies, and if an agency initiates a case that goes beyond their jurisdiction, the agency should be notified of the results and disposition. By all agencies working together, much can be accomplished toward reaching our goals.

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I feel that South Mississippi is heading in the right direction by formation of the L.E.C.C. appointed by Mr. George Phillips, U.S. Attorney. With the recent rulings regarding military bases and their personnel and equipment, along with the F.A.A., State agencies, Federal agencies and local agencies, we now have manpower and equipment to make an impact on the illicit drug operations. Only one item remains and that is money, which could come from several sources including the I.R.S.

BILOXI POLICE DEPARTMENT

STATEMENT OF ROBERT PAYNE, INSPECTOR, BILOXI POLICE DEPARTMENT

IMPACT OF ILLEGAL DRUGS ON GULF STATES

Senator COCHRAN. Next, we will have Robert Payne, inspector of the Biloxi Police Department as our final member of the panel.

Mr. PAYNE. Thank you, Senator Cochran, and Senator Hawkins. Let me preface my remarks by saying that I appreciate this opportunity to speak today on behalf of local law enforcement on this very important issue. It is gratifying to know that our efforts toward drug interdiction here on the coast has not gone unnoticed, and that our opinion is sought by such an esteemed body, such as we have here this morning.

My role as I see it here today is to comment on three major areas of concern, the impact of illegal drugs entering the Gulf States, the current status of Federal, State, and local law enforce-

ment efforts, and lastly then to discuss ideas and recommendations on how to better our current law enforcement efforts.

MAJOR PROBLEM AREAS IN ILLICIT DRUG TRAFFIC

While assessing the impact of illegal drugs entering the Gulf States, two major problem areas become immediately apparent. Organized crime and public corruption. Both exist and thrive together for the same reason. Within the drug markets, the immense proffits available. The definition of organized crime as I use it here today simply stated, is two or more people that have come together, pooling their manpower and resources in connection in a united effort, to violate the law.

PUBLIC CORRUPTION

The word connection brings us to the next problem area and that is public corruption. Organized crime cannot function to the extent that it does today without the direct aid, or at least the tacit approval, of corrupt public officials. My definition of a corrupt public official is any individual who holds an office of public trust from beat patrolman to Federal judge and who violates his public trust for his personal gain.

Let me emphasize at this time on behalf of the great majority of public officials who do not violate their office. The reason that the impact of public corruption is so major, it is certainly not due to the number of dishonest office holders, but due to the enormous detrimental effect, that just one arrest of one public official has on the entire drug enforcement effort. Probably the most jarring and far-lasting effect is the loss of respect and trust from our most valuable ally in this war on drugs, and that is the general public.

A community is often judged by those that they choose to represent them, and each and every time that their representatives are questioned, they, the community are questioned also. Community support is one of the key elements for impacting drug smuggling, in any Gulf State. The effects are also felt by the honest law enforcement officer in future drug investigations where confidentiality and integrity are of the utmost concern.

Sometimes the officer's motives are often questioned by those they are attempting to garner information from. Many times our young people are told by their parents about the way things should or should not be, and are giving authority figures to serve as examples to base their behavior on, only for the children to come back later and throw a newspaper outlining corruption in their lap, and ask one of the world's most difficult questions. Why?

WORKING RELATIONSHIP AMONG ALL LAW ENFORCEMENT AGENCIES

Let me go on to the next portion, as far as our current status and working conditions on the law enforcement efforts at all levels, local, State, and Federal. I am pleased to say at this time the current working relationship between the Federal, State, and local level law enforcement officers is at an all time high for our region. Through the efforts of such programs as the Law Enforcement Coordinating Committee under the auspices of the U.S. Prosecutor for

the Southern District, major obstacles such as lack of communication and continuity have been addressed.

There is still work to be done in these areas, but I feel if we continue working together in such a positive manner progress will be achieved for the good of all involved. We should go forth with the idea that the only way to fight organized crime is through organized law enforcement.

Some recommendations for impacting on these problems currently encountered while attempting to eliminate drugs include enhancing the role of the local and State law enforcement officers, by providing them with the necessary tools of the trade for these in depth drug investigations. Such necessary tools include but are not limited to additional personnel and training resources, such as confidential funds and technical equipment and addressing jurisdictional problems with a concentrated enforcement effort. Mandatory prison sentences for major drug violators and corrupt public officials to let the punishment fit the crime, and to enhance the current value are also recommended. Combined with the above enforcement efforts, a comprehensive public education program which enlightens the public on drug abuse, and hopefully decreases the demand for illicit drugs.

This method of using strict law enforcement to address the supplier and using education to decrease the demand for the goods embodies what I believe to be an overall positive drug interdiction policy.

Thank you very much.

RELATIONSHIP OF ORGANIZED CRIME TO DRUG TRAFFICKING

Senator COCHRAN. Thank you very much, Mr. Payne, for that very fine statement. It is very helpful to the committee. One of the first questions that I was going to ask of the panel is what your observation has been about the extent to which this drug trafficking is related to organized crime located within the State of Mississippi. After hearing Robert's definition of organized crime, I suppose it could be fair to say that all of the illegal drug activity in Mississippi is related to organized crime by your definition.

Mr. PAYNE. By my definition.

Senator COCHRAN. Your definition, right. Well, what about the extent to which we have in this State organized criminal elements who are responsible for the importation of these illegal drugs into our State. Do you have any assessment of that? Sidney Berry or Tom Dial.

General BERRY. I would like to hear from Tom Dial first.

Mr. DIAL. In response to your question, Senator Cochran, related to organized crime and drug trafficking here in the State, I think and looking at it very closely in the classic sense of organized crime, that we do not have the amount of classic structured organized crime as it relates to what we have in our minds as typical organized crime on the east coast.

For example, your Mafia, that type of thing, but in order to be successful in drug trafficking, you have to be organized, just as I illustrated the insight to this drug trafficking here. We have numerous groups involved in drug trafficking here in the State that

are structured, that are organized, and I would say definitely in order for anyone to be successful in drug trafficking they would have to be very structured and very organized.

IDENTIFICATION OF DRUG TRAFFICKERS

Senator COCHRAN. Are these groups operating here in the State of Mississippi to import these illegal drugs? Are they pretty well identified already by the law enforcement community, and under surveillance, or do you know that they exist or don't know who they are or where they are?

Mr. DIAL. We have in the State here local organized groups within the State that reside in the State. Yes, we have them identified, and I am sure there are lot of others that we don't have identified, but the majority of the organizations that we see coming in here, and if you will pardon my reference to your State, Senator Hawkins, are from Florida.

They have moved their operations from Florida here.

Senator COCHRAN. She has run them out of there. [Laughter.]

Mr. DIAL. And they are coming over here to fly their drugs in, to bring it in by vessels. Last year we arrested some people growing marihuana, and they were from Florida. They had come specifically to Mississippi and purchased property for the specific purpose of growing marihuana, and in Starkville we had a situation up there where we were involved in an investigation that traffickers again from Florida came into the State, purchased a farm, also with a landing strip on it, for the purpose of bringing drugs in.

So in answer to your question, yes, there are organized elements in the drug trafficking.

Senator COCHRAN. So we are not dealing just with a bunch of amateurs. There are people who really know what they are doing and are organized, and they started out to bring these drugs in here in large quantities, is that correct?

Mr. DIAL. These people are very sophisticated, highly educated. They are probably more efficient in what they do than anybody else, particularly law enforcement, and this is a knock against us, because we do not have the ability. I should not say that we do not have the ability. We have the ability but we do not respond in the same manner that these people can respond in a short period of time.

DRUG ARRESTS IN MOBILE AREA

Senator COCHRAN. I was interested in Jeff's statement about the dramatic increases in the number of arrests relating to drugs in the Mobile area, and I am sure that you have probably seen the same thing in Gulfport and Biloxi over the past few years. It is probably statewide. I know we have statistics that show that—as I mentioned in the opening statement, over 700 people were arrested on drug charges in the State of Mississippi last year. Do you see the same kind of increase in violence and criminal activity that is related to drugs, Mr. Berry?

General BERRY. Mr. Chairman, everything that Director Dial says emphasizes to me the indivisibility of the war against crime. If I may, in just a minute, I would like to ask if Maj. Walter Tucker,

the director of the Mississippi Criminal Investigation Bureau may not address your question about organized crime.

Senator COCHRAN. Yes, we know Walter. He helped us in a hearing we had in Jackson on the witness protection program.

General BERRY. Right.

Senator COCHRAN. He was very helpful.

General BERRY. Everything that I am seeing through the department of public safety says that many of the murders are related either to the drug traffic or related to getting money to buy drugs. The same is true with thefts, or burglaries, of a lot of the violent crimes including rape.

So although we are focusing on the drug traffic, it seems to me that we must emphasize that the imported drugs and the domestically cultivated drugs are part of the same picture, and all of that is part of the overall crime rate.

May I ask Maj. Walter Tucker to address that?

Senator COCHRAN. Please, do.

General BERRY. Organized crime, Walter. Would you like to say something?

Mr. TUCKER. Well, I agree with——

Senator COCHRAN. Come forward, Mr. Tucker, so that we can all hear you. We appreciate your being here to help us deal with this issue today.

MISSISSIPPI CRIMINAL INVESTIGATION BUREAU

STATEMENT OF MAJ. WALTER TUCKER, DIRECTOR, MISSISSIPPI CRIMINAL INVESTIGATION BUREAU

ORGANIZED CRIME IN GULF COAST AREA

Major TUCKER. According to Mr. Payne's definition of organized crime, we have a lot of it in Mississippi. I agree with Tom Dial. Our classic definition or as most people understand organized crime, we probably do not have that much, we are aware of some people on the Mississippi gulf coast whose names have been mentioned in organized crime investigations in the northeastern part of the United States. I would say that probably there are some organized crime figures on the Mississippi gulf coast. We also have some influx of organized crime figures out of the New Orleans area, which we are aware of.

Further north into the State, there seems to be less organized crime type individuals. There is a very definite organized effort to smuggle illicit drugs into the State of Mississippi, and as it has been pointed out, they are very sophisticated, well equipped, and prepared to deliver drugs into the State of Mississippi. We are hearing of some operations at this time, due to the large amount of money which is involved in illicit drug traffic.

Certainly more people are taking a look at it, including organized crime. I would say that it is on the increase from our observation.

Senator COCHRAN. Thank you very much, Walter. We appreciate that. Senator Hawkins.

INVOLVEMENT BY IRS

Senator HAWKINS. Yes, Mr. Hargrove, you stated earlier that you were interested in the IRS being involved. The IRS is supposed to be actively involved. Do you know if there is a special IRS agent assigned to the task force here?

Mr. HARGROVE. I am not familiar with the task force, Senator Hawkins. I was more, I think, trying to refer to some of the money that is collected from IRS, that some of that money could be funneled directly back into the operation of the task force rather than going into the IRS general funds. If there was some way that this could be done, and certainly I am not capable of making that determination, of finding out how it could be done.

For instance, in the State of Mississippi, a certain amount of the funds on traffic tickets are funneled back into departments for training and for other purposes, drivers training in the school and so forth. If the IRS could possibly get some of these funds that have been confiscated from smuggling and they seize property or assess them so much money for income tax evasion, and turn a portion of it, a percentage of it could be funneled directly back into the task force responsible for the arrest and conviction of these parties.

IRS TRACING OF CASH FLOW

Senator HAWKINS. In Florida, part of the success of the task force was assigning on IRS agent to each bank to trace all of the cash in the bank, and it caused a lot of tumbling of a lot of heads in different areas. There is a temptation as you pointed out so well, when you were talking about $100 billion of business, that's bigger than Exxon, the largest corporation in the world, and that's the kind of money we are talking about in illicit drugs. The temptation is to turn your head and exempt more cash then you are supposed to, even as a legal bank officer making a deposit in the bank, and not making a report back to the Treasury. That is one of the ways we have been able to close down a lot of the accounts in our State, and my concern, of course, is they would move someplace else, and that is why we do have this NNBIS that is going to be all over the country.

COOPERATION AMONG AGENCIES

In the opinions of any of the gentlemen here, are there any turf battles left. Part of the trouble we had in the beginning was that this is my area, and that's your area. We finally got them all to the table and they are all working together, and I must tell you that it is the big key to success to have Customs, DEA, the FBI, and the local police, the U.S. Attorney's Office, and the local people working together. Are there any areas here that we need to improve on? Do they appear to be working well together in general?

General BERRY. Senator Hawkins, I think the cooperation has increased and is increasing but it appears to me what we lack is central direction, and this is the reason that Governor Winter would very much like to see the creation of a formal regional drug interdiction program with an executive structure that can really give

some sense of direction. Committees don't fight wars very effectively.

SOURCE OF ILLEGAL DRUGS IN UNITED STATES

Senator HAWKINS. Mr. Dial, the Gulf Coast States are the point of entry for much of the illegal drugs produced in South America and later sent to all parts of the United States. What drugs are coming into your State?

Mr. DIAL. Primarily marihuana and cocaine.

Senator HAWKINS. Where is the marihuana coming from?

Mr. DIAL. Well, the majority of it is coming from Colombia.

Senator HAWKINS. How about the cocaine?

Mr. DIAL. The staging area is generally in Colombia. However most of it, I think, comes from Bolivia and Peru.

Senator HAWKINS. Bolivia and Peru?

Mr. DIAL. That's right.

Senator HAWKINS. Ninety percent of the illegal drugs consumed in the United States are produced abroad in some other country. Would you say now that the source of drugs entering your State would be from South America?

Mr. DIAL. The majority of it. We see some drugs, particularly marihuana coming in from Mexico, which we haven't seen.

Senator HAWKINS. Some from Mexico?

Mr. DIAL. Yes.

Senator HAWKINS. Marihuana?

Mr. DIAL. Yes.

Senator HAWKINS. Cocaine?

Mr. DIAL. Not generally cocaine. Most of the cocaine that comes through Mexico generally is driven across in automobiles. I am talking about air smuggling.

Senator HAWKINS. You are talking about air smuggling?

Mr. DIAL. Yes.

Senator HAWKINS. Are you getting much in by boat?

Mr. DIAL. Yes, we get quite a bit by boat. It has been reduced dramatically and I think it is something that this panel probably needs to look more closely at, and that then is the overall seizures. I think in looking at the figures from DEA, particularly as it relates to marihuana it's down dramatically in the last year, and I think the Coast Guard is doing an excellent job of stopping boats before they get to the shores of Mississippi. We know that to be true because we haven't experienced much in the way of marine smuggling in the last couple of years actually, so they are doing a very effective job in what they are doing.

DOMESTIC PRODUCTION OF MARIHUANA

I think one of the significant problems that we have to look at is the increase in the domestic production of marihuana, and I think that at least now in our experience, looking at the number of investigations that we have, we have seen approximately 35 percent of our marihuana investigations involved domestic production or domestically produced marihuana.

Senator HAWKINS. I cannot understand how the citizens of this State or any other State in the United States would tolerate domes-

tic production of marihuana. I do not know why the mothers of this country don't pull it up. [Applause.]

We are talking about all of these agencies, putting them together to really protect our borders, and then they are producing domestic marihuana. We have to get the mothers in this country together and go pull it all up.

Mr. DIAL. I applaud your remarks, Senator, but Commissioner Berry and the other people here that are involved in the eradication program will tell you that it is not as easily done as it is to talk about it.

Senator HAWKINS. No; I think you need a lot more help.

USE OF HYDROPONICS IN PRODUCTION OF MARIHUANA

Mr. DIAL. It is very difficult to locate the marihuana to begin with, because again we are dealing with sophisticated people, and in fact we had an operation here in Mississippi just 2 weeks ago, I guess, and it is the first instance that we know of in the United States where they are growing domestic marihuana by the use of hydroponics.

Senator COCHRAN. What's that? [Laughter.]

Mr. DIAL. Aqua-farming, Senator, growing it in water, and they were growing essentially marihuana in this operation which produced approximately 1 pound per plant. In this case, probably produced more. Marihuana will bring approximately $3,000 per pound and they had something like 240 plants in this operation. We had another instance to talk about domestically produced marihuana investigation near Jackson that we were involved in, where there was a shoot out. One of the violators was shot and killed, and we got the books that these people had used in the last year, their account records showed that they had made or sold 672,000 dollars' worth of domestically produced marihuana last year.

Senator HAWKINS. Well, you see now, if I am going to give the Army and the Navy and the Coast Guard and the Air Force in protecting the borders, you know in interdicting, and that is what we are here for, the interdiction and the cooperation of the Army and the Defense Department, I have very little reluctance to, you know, leaving here right now and calling the Secretary of Defense and telling him that I want the Army, the Navy, and every foot soldier we have got to come in here and find every bit of marihuana we have got and get rid of that, too.

Mr. DIAL. I agree with you.

FOREIGN SMUGGLING VS. DOMESTIC PRODUCTION OF ILLEGAL DRUGS

Senator HAWKINS. What is the difference between the borders and inside our borders?

Mr. DIAL. It is worse inside our borders than I think is being brought into this country.

Senator COCHRAN. How does that coincide with the statistics that we have heard about 90 percent of the drugs are illegally imported into the country?

Mr. DIAL. I was just getting ready to address that, Senator. I think that we can look at the dramatic decrease in the seizures of marihuana coming into this country and correlate that in the past

2 years, this is actually just a 2- or 3-year phenomenon that has really erupted in this country, and we can correlate that and show that the reason for the seizures being down on the importation of marihuana is strictly because of increase in the domestically produced marihuana in this country.

As I was saying, I think if you will look at the rest of the States around the country, particularly in the Southeastern region, where it is profitable for the growth of domestic marihuana, you will find that they have experienced similar increases, and I might add also that I represent the State Drug Enforcement Alliance as its chairman and president, and of which your State is a member, and the domestic production of marihuana as well as the corruption of public officials, which I can't emphasize enough are the two prominent or primary issues that we are dealing with. This problem, drug trafficking and the attendant problems with it, cannot exist without the condoning of by public officials and their involvement in the trafficking.

I think we have to look at that and again as I emphasized before, we have to ferret out these people and find out who they are, and give them swift punishment.

Senator HAWKINS. I think that we have got some answers. We have got some ideas that we can work on with this domestic production and we can eradicate that. No cocaine is grown in the United States and no opium poppies are grown in the United States. Those are all in Latin America or in the southeast or southwest areas.

Mr. DIAL. That is correct.

REFUSAL OF FOREIGN AID TO NATIONS TRAFFICKING IN ILLEGAL DRUGS

Senator HAWKINS. And during the past 3 years, the U.S. taxpayers have provided Colombia and Bolivia and Peru who are the major producers of illegal drugs with billions of dollars in grants and low interest loans, and during that same period their drug production continues to increase. I had the Colombia Senators in my home last week. Their cocaine production has increased 1,000 percent in the last 2 years, and I have introduced legislation which would prohibit U.S. foreign aid to any country which proves to be a major producer of illegal drugs.

Wouldn't foreign aid be a tool in everybody's pocket here in fighting this war?

Mr. DIAL. I absolutely believe that, and I am amazed that Washington has not seen this solution to the problem before now.

Senator HAWKINS. Well, they still don't like it. The Department of State comes in every day and asks me to withdraw the amendment and I am not going to withdraw the amendment [applause], but I don't want to cause a war. [Laughter.]

I want to win the war on drugs. Last week we had Admiral Murphy reporting on NNBIS which is this new border that we are so interested in, protecting every State. One of the things that we wanted to know was about sentencing. We need stiffer sentences and I know you are short of judges. Has anyone here asked for extra judges to come into this area to prosecute the cases? Would that be another panel that we would ask about that problem?

Senator COCHRAN. We have another panel with the U.S. attorney here this morning, and others that we can talk to about that.

STIFFER SENTENCES RECOMMENDED FOR DRUG DEALERS

Senator HAWKINS. I want to tell you, we did in Florida and the outside judges came in and you know gave such severe sentences, the local judges get kind of immune to it. It is an everyday deal, you know, so they don't put them away. First-time offense will let you go, and they go to another State and have another first-time offense, and then they go another area and have a first-time offense. Those outside judges came to my State and they gave them such stiff sentences that the local judges said, hey, you know, I had better give a sentence as stiff as his, and so when a senator the other day said, what kind of offense would I get if I was arrested 30 miles off of the coast of Florida, you know, and it was my first offense, and Admiral Murphy said you chose the wrong State, and so I want it to be that way in Mississippi, too.

Mr. DIAL. That's what we want.

Senator HAWKINS. It should be a uniform net that we have around the United States to protect our citizens against the outward influence and then we will have to deal with the internal, as you talked about, the corruption of the officials and the domestic production as another issue. I really can't commend you enough for your front line duty. I really do appreciate the jobs that you do. You are the unsung heroes in this great battle. [Applause.]

Senator COCHRAN. You see why I wanted Paula Hawkins to come down here to Mississippi. [Laughter.]

She is the leading force in the U.S. Senate to do something effective against the drug traffic issue and the drug problem in this country. [Applause.]

COORDINATION AND NEW STRUCTURED PROGRAM

I would like to say, too, that in connection with the suggestion about coordination and a new structured program, such as Sidney Berry mentioned, we do have later a panel that will include Rear Adm. William Stewart, who is the Regional Coordinator of the National Narcotics Border Interdiction System for the Gulf region. This is the organization that the President ordered to be put in place in March of this year, and just this June, last month, the New Orleans Center was established under the direction of Rear Admiral Stewart. We will hear more about this organization and the involvement in it by local law enforcement officials and State agencies as well. We know this is an important initiative and we will hear more about it.

INVOLVEMENT OF DEFENSE DEPARTMENT IN DRUG PROGRAM

Let me ask you this. We are interested in the Department of Defense and its involvement and its accessibility to local and State law enforcement. Have any of you had the opportunity to request assistance from the military after the amendment of the Posse Comitatus Act, which was described here as an important step in the right direction? Sidney Berry.

General BERRY. Senator Cochran, in the Mississippi domestic marihuana eradication program, we are getting assistance from the Mississippi Army and Air National Guard. That is not related, however, to the drug interdiction program.

Senator COCHRAN. Any others? Have there been any requests for military assistance?

[No response.]

Senator COCHRAN. Would you know how to request military assistance? Is there any such procedure that is established that is available to you in case you felt you needed to request military assistance?

Mr. HARGROVE. Senator, I don't think at this time there has been any procedure set down at all for making contact with the military. However, I must say that the military authorities made contact with me only yesterday in reference to preparing local agencies and apparently hopefully will tell us how to go about requesting military assistance from either the Navy-based guard, or from the Keesler Air Force Base.

Senator COCHRAN. Very fine. Well, what about the Biloxi office?

Mr. PAYNE. About 6 weeks ago I requested a book that they are using out at Keesler explaining the aid that they can give to local law enforcement. I received that book and read it. I still have some questions about it. We have always had a good working relationship with the military at Keesler and we worked with them before the booklet came out and I am sure that we will continue to work with them.

Senator COCHRAN. Jeff, what about in Mobile?

Mr. STOKES. We have always had a real good working relationship with those agencies, and we haven't had any problems of miscommunication in any way. Usually when we have an opportunity or we need the assistance of one of them we go through our local DEA office in contacting those people, and they contact the force, and of course we work in close connection with those people, also.

Actually our office or our department contacting them directly, we haven't gotten to that stage yet.

Senator COCHRAN. I want to thank each of you for being a part of this initial panel. I think we have started off the hearing in grand fashion. You have been excellent witnesses. Thank you very much for being here and participating. [Applause.]

(Panel 2)

DRUG RESEARCH AND EDUCATION ASSOCIATION OF MISSISSIPPI

STATEMENT OF JUNE MILAM, DIRECTOR OF DREAM

DRUG IMPACT ON JUVENILES

Senator COCHRAN. Our next panel touches on the subject of drug education and prevention. We are very pleased to have with us this morning Mrs. June Milam, who is director of DREAM [Drug Research and Education Association of Mississippi], and Mrs. Shirley Coletti, who is chairman of the treatment committee of the National Federation of Parents for Drug Free Youth, executive director of PAR [Parental Awareness and Responsibility], and she is from

Florida. June is from Jackson, Miss. I thank both of you for being here and participating in the hearing. June, you may proceed.

Mrs. MILAM. Senator Cochran and Senator Hawkins, I must be that mother you are talking about, and if all of these law enforcement officials need help in pulling up these marihuana plants, I am sure that I could help them pull them up.

I appreciate the opportunity to appear before this committee to provide information regarding the drug problem in this community, in particular regarding the impact on our juveniles and your families.

You must understand the nature of our organization in order to give credence to what I am about to testify. Prior to September 1981, many anguished parents were seeking help from the Mississippi Bureau of Narcotics concerning their children's drug usage. An alarming increase in the number of calls alerted the MBN director and the public relations director to the need for public education on juvenile drug problems.

At approximately the same time the Junior League of Jackson was searching for a meaningful way to volunteer to impact on this critical problem. MBN and the league both felt after lengthy extensive research that a statewide privately funded nonprofit organization similar to the Texas War on Drugs would be most effective in informing the public and providing a guide to the community organizations and utilizing volunteer citizens to help solve one of our Nation's most insidious problems. In September 1981 with the help of the Mississippi Bureau of Narcotics and the League, DREAM [Drug Research and Education Association of Mississippi] was formed. Mississippi became the second State to organize in such a manner.

ACTIVITIES OF DREAM

Since that time, DREAM has provided assistance to many other States as well as to foreign countries in organizing a similar network approach.

During our nearly 2 years of existence, we have formed over 60 active organizations, community organizations in 60 cities and provided over 80 communities with technical assistance.

During the course of a month, DREAM staff members personally deliver an average of 32 speeches and we set up those speeches with our staff coordinator. During this same month, DREAM filled requests from over 100 persons for information regarding drug problems, and most importantly, we referred over 60 persons to treatment centers every month.

We have sponsored two major statewide conferences, the first attended by over 1,200 persons, and the second attended by over 2,500. The latter was presented to a sellout crowd. Over 1,000 persons were turned away. We have also sponsored seminars and one prime time television station with a live phone in panel discussion. I am giving you these facts and figures because they are reflective of the number of responsibile citizens who are alarmed at the effect drug trafficking and the easy accessibility of drugs is having on our people.

At many of the meetings that DREAM was helped to hold in cities across our State, over 1,000 people have gathered hoping to garner information that would help them cope with the drug problem.

EFFECT ON SCHOOLCHILDREN FROM ILLICIT DRUGS

There is a drug problem in the State of Mississippi. If just one child has their life destroyed by drugs, I would consider it a problem. Unfortunately, the numbers are far higher. According to one survey taken in Gulfport, Miss., junior and high school children last year, 27.54 percent of the high school seniors answered that they were currently smoking marihuana. At the time of the survey, 7.3 percent of our high school seniors nationally were daily users of marihuana, but in Mississippi the statistics were higher: 9.17 percent of the seniors were daily marihuana smokers, and 10.62 percent of them smoked more than one joint a day.

Of those students who are currently smoking pot, 22.7 percent started between the ages of 10 and 12. In another survey taken in a certain Jackson, Miss., area high school, 15.4 percent were using various drugs. Of those using, 60 percent used marihuana, 10 percent were using barbiturates, 11 percent quaaludes, 23 percent amphetamines, 7 percent halucinogens, and 9 percent were using cocaine.

Senator HAWKINS. Nine percent?

Mrs. MILAM. Nine percent. The most disturbing fact in that survey was that over 40 percent of the respondents reported daily use of drugs.

Mr. Chairman, Senator Hawkins, these are statistics, but let me give you some facts on a more personal note. I know that Mississippi has a drug problem when the mother of a 16-year-old girl calls my office and asks me what crystal is, and I responded it is speed, and she tells me that her daughter is injecting it, and she wonders what she can do about it, and how she is going to help her. I know that Mississippi has a drug problem when I go down to deliver a program at a camp, at a boys camp to children between the ages of 6 and 12, and I take with me a display, that the Mississippi Bureau of Narcotics has on all of the illegal drugs in the State of Mississippi, and these children recognize these drugs. They are their street drugs, without even telling them what they are.

I know Mississippi has a drug problem when a 10-year-old child tells me about a friend of his who takes PCP out of the top of a closet in his home and then begins to freak out and wind up in the hospital and nearly dies.

I know that Mississippi has a drug problem when one of our staff members comes in and reports while she was delivering a program to a group of junior and senior high school kids, she asked how many of you have friends who smoke pot, and nearly every hand in the room goes up.

I know that Mississippi has a drug problem when a grandmother calls and says I want to make a donation in memory of my grandchild who died of a drug overdose.

MISSISSIPPI AS MAJOR DRUG TRAFFICKING STATE

You have heard testimony today from law enforcement about the influx of drugs into our State. Mississippi is becoming a major trafficking State. I realize that many of those drugs are merely being transported through our State. However, too large a portion of it will stay in our State, and too often are being consumed by our young. Drug abuse is a national problem of epidemic proportions, that certainly warrants some national, State, and local measures to curb it.

ANTIDRUG EDUCATION PROGRAMS ESSENTIAL

Certainly law enforcement must increase their efforts in this area. Again, I ask that you remember the old law of supply and demand. Decrease the demand and you decrease the supply. Education of the general public with particular emphasis on our young is imperative. One needs only to look at the effectiveness of the antismoking campaign to realize how important mass education is.

In the same gulf coast survey taken on junior and senior high school students over 60 percent responded that they definitely wanted more factual information on drugs. Parents are crying out for this information. Ministers, school personnel, lawyers, all are coming and asking for more factual information on drugs.

As you are addressing the issue of enforcement and interdiction with emphasis on how to increase its effectiveness, this is a critical issue. You must not overlook the other critical issues of education. While I realize that prevention is a difficult word and specific in nature, I feel that where use and abuse of drugs are concerned, it is the only word that counts.

Thank you.

Senator COCHRAN. Thank you very much, June, for that excellent statement.

[The prepared statement of June Milam follows:]

PREPARED STATEMENT OF JUNE MILAM

DIRECTOR

DREAM

Mr. Chairman, members of the Subcommittee, I appreciate the opportunity to appear before your Committee to provide information regarding the drug problem in Mississippi, particularly regarding its impact on Mississippi juveniles and their families.

You must understand the nature of our organization in order to give credence to what I am about to testify.

Prior to September 1981, many anguished parents were seeking help from the Mississippi Bureau of Narcotics concerning their children's drug usage. An alarming increase in the number of calls alerted the MBN Director and Public Relations Director to the need for public education on the juvenile drug problem.

At approximately the same time, the Junior League of Jackson was searching for a meaningful way volunteers could impact on this critical problem.

MBN and the League both felt, after months of extensive research, that a statewide privately funded non-profit organization similar to the Texans' War on Drugs would be most effective in informing the public, providing guidance in community organization, and thus mobilizing volunteer citizens to help solve one of our nation's most insidious problems.

In September 1981, with the help of the Mississippi Bureau of Narcotics and the Junior League of Jackson, DREAM, the Drug Research and Education Association

in Mississippi was formed. Mississippi became the second state in the Union to organize in such a manner. Since that time DREAM has provided assistance to many other states as well as to foreign countries in organizing a similar networking facility.

During our nearly two years of existence, we have formed over sixty active community organizations in sixty cities and provided over 80 communities with technical assistance. During the course of a month, DREAM staff members personally deliver an average of 32 speeches (this figure does not reflect those speeches that our staff coordinates). During this same month, DREAM fills requests from over 100 persons for information; and, most sadly, refers over 60 persons to treatment centers. We have sponsored two major statewide conferences, the first attended by over 1200 persons; the second by over 2500. The latter was presented to a sell-out crowd with over 1,000 persons turned away. We have also sponsored smaller seminars, and one prime-time television special with a live phone-in panel discussion.

Mr. Chairman, and members of this Committee, I am citing you these figures because they are reflective of the numbers of responsible citizens who are alarmed at the effect drug trafficking and the easy accessibility of drugs is having on our people. At many of the meetings that DREAM has helped to hold in cities across our State, over 1,000 people have gathered, hoping to garner information that would help them cope with the drug problem.

There is a drug problem in the State of Mississippi. If just one child had their life destroyed by drugs, I would consider this a problem. Unfortunately, the numbers are far higher.

According to one survey taken among Gulfport, Mississippi junior and senior high school children last year, 27.54 percent of the high school seniors answered that they were currently smoking marijuana. At the time of this survey, 7.3 percent of high school seniors nationally were daily users of marijuana. Mississippi's statistics were higher; 9.17 percent of the seniors were daily marijuana smokers, and 10.62 percent of them smoked more than one joint a day. Of those students who were currently smoking pot, 22.7 percent started smoking between the ages of 10 and 12.

In another survey taken in certain Jackson, Mississippi area high schools, 15.4 percent were using illicit drugs. Of those using, 60 percent used marijuana, 10 percent barbituates, 11 percent quaaludes, 23 percent amphetamines, 7 percent hallucinogens, and 9 percent used cocaine. The most disturbing finding of this survey was that over 40 percent of the respondents reported daily usage of drugs.

Mr. Chairman, members of the Committee, these are statistics. Let me give you some facts on a more personal note. I know Mississippi has a drug problem when a mother of a sixteen year old girl calls DREAM and asks me, "What is crystal?" When I respond that it is speed, she tells me that her daughter is injecting it. The mother wonders if this may be harmful, what are the physical effects, and what should she do about this. I know that Mississippi has a drug problem when I talk to a group of elementary boys at a summer camp and they can recognize the samples of "street drugs" that I've brought with me, not just pot, but quaaludes, talwin (one of the drugs used in "T's and Blues") and yellows (a barbiturate) to mention a few. I know Mississippi has a drug problem when a ten year old child tells me about a friend of his who took PCP off of the top shelf of his father's closet, ingested the drug and nearly died. I know that Mississippi has a drug problem when one of my staff members reports that while she was presenting a program to a group of junior and senior high school kids she asked, "How many of you have friends who smoke pot?" The reply was that nearly every hand in the room went up. I know Mississippi has a drug problem when a grandmother calls and says she wants to make a donation to DREAM in memory of her grandchild who died of a drug overdose.

You will hear testimony today from law enforcement about the influx of drugs into our state. Mississippi is becoming a major trafficking state. I realize that many of those drugs are merely being transported through our state. However, too large a portion of the drugs are being consumed here and too often by our young.

Drug abuse is a national problem of epidemic proportion, one that warrants strong national, state and local measures to curb it. Certainly law enforcement must increase its efforts in this area. But Mr. Chairman, and members of this Committee, we must remember the old law of supply and demand—decrease the demand and you decrease the supply. Education of the general public with particular emphasis on our young is imperative.

One needs only to look at the effectiveness of the anti-smoking campaign to realize how important mass education is. In the same Gulf Coast survey taken among junior and senior high school students over 60 percent responded that they definitely wanted more factual information on drugs. Parents are crying out for informa-

tion. Ministers, school personnel, physicians and others are now searching for current information.

As you are addressing the issue of enforcement, and interdiction with emphasis on how to increase its effectiveness, an important issue, you must not overlook the critical issue of education.

While I realize that prevention is a difficult word to statistically measure, I feel that where the use and abuse of drugs are concerned, it is the only word that counts.

Thank you for allowing me to testify. Naturally, I have several suggestions of additional ways the Federal government can further impact on the prevention effort, and I will be happy to answer any questions that you may have.

TREATMENT COMMITTEE OF THE NATIONAL FEDERATION OF PARENTS FOR DRUG-FREE YOUTH

STATEMENT OF SHIRLEY COLETTI, CHAIRMAN, TREATMENT COMMITTEE OF THE NATIONAL FEDERATION OF PARENTS FOR DRUG-FREE YOUTH

COMMITTEE ACTIVITIES

Senator COCHRAN. Mrs. Coletti, we are truly happy to have you here today. You may proceed.

Mrs. COLETTI. Thank you. I am here today actually wearing two hats. The first hat is that of the treatment professional and if only we had had organizations like DREAM and the National Federation of Parents 13 years ago, I could have been spared wearing my professional hat, and I could have been here today as a mom involved as I am in drug prevention education.

My first comments will be those representing some of the thoughts of the National Federation of Parents for Drug-Free Youth. This is a relatively new organization. I think that we were formed about 3 years ago as a result of the work that Dr. Bobby Gleason was doing in Atlanta and Keith Souciard and the work that Bill and Pat Forte are doing down in Naples. I know, Senator Hawkins, they are friends of yours. Both groups were tracking at about the same pace, making discoveries that the youngsters were involved in drugs, and that there were very few things being done about it, in the country, and that parent education absolutely had to be a must, so we had a conference in Atlanta, the PRIDE conference. Several of us got together and put our heads together and that was the actual birth of the National Federation of Parents. That organization today represents well over 4,000 parent groups very similar to what June is doing here in Mississippi, is happening throughout the United States.

It is without a doubt the most exciting movement that I have ever had the pleasure to participate in, and we certainly applaud your effort in focusing attention to the Drug Enforcement Caucus. As an NFP board member and parent, and substance abuse prevention and education treatment professional, I can attest to the awesome potential groups can have on the substance of abuse problem. Our forces are joined, parents joining forces with substance abuse professionals, school and community leaders to attack the alarming rate of school-age drug users.

DRUG STATISTICS

The latest statistics indicate that two out of three have tried marihuana. That is two too many, and we are not focusing just on marihuana, but Federal policies 12 or 13 years ago, when treatment programs were being implemented, indicated that all of the resources be diverted for heroin addiction, which at that time was grave, costing the country tremendous dollars, but at the same time it minimized and downplayed the use and abuse of marihuana, and some of what we would call lighter drugs.

I don't believe that there is such a thing as a lighter drug, but marihuana at that time was considered a lighter drug. So we looked throughout the country today and there is a great sparsity of any resources targeted for adolescent drug users, unless they are private programs or hospital-based programs, primarily because originally we took the stand that marihuana was a lesser drug.

And so consequently, we would focus our efforts on the more severe narcotics. The parent movement has adopted the philosophy that children are a valuable resource, one that deserves the concern and attention of everyone.

CHILDREN AS NATIONAL RESOURCE

Drugs have put that resource in danger. The social and economic cost of lives and dreams dashed through drug use are impossible to quantify. June has done a pretty good job of it. We have some fairly similar statistics in Florida, but it is still really almost impossible to measure the headache and the broken homes that drugs have caused.

NATIONAL PARENT MOVEMENT

To attempt to place a price tag on the value of youth in the United States would pale the Federal budget. The parent movement mobilizes to protect you from the drug problem. Parents throughout the Nation organize communities to address a huge problem from a manageable community perspective. The combined efforts of parent groups throughout the country, totalling well over 4,000 resulted in a major accomplishment in raising the awareness of communities and youth and the social cost of drug use.

Parent movements have been responsible for the enactment of paraphernalia legislation, increased drug educational offerings in the schools, drunk driver legislation, fostering of concern for interagency cooperation, to combine enforcement efforts and media messages with respect to drug use and abuse.

The parents were the logical, common denominator to engender a movement to value and protect our youth. However, the parent movement cannot do the job alone, nor can the enforcement professionals, nor can the treatment professionals. We have a need to continue to, that is, work together to control both the supply and the demand. Together the Government and parents have made a tremendous impact on the drug problem, but there is much, much more to be accomplished.

The times have seldom been so opportune for the development and the implementation of a comprehensive drug use and abuse

strategy. For the first time in many years, there is a new interest in preventive approaches. Cross-agency collaboration and citizen and Government participation are also moving out to center stage. Interagency collaboration signifies a movement away from isolated and parochial approaches to problem solving for a comprehensive perspective on the parameters of drug use.

UNITY OF VARIOUS ANTIDRUG AGENCIES

I have heard this morning the testimony about the different factions and the different turf wars and so forth and just as—I will coin your phrase—housewife and a mom from St. Petersburg, Fla., I am seeing a greater cooperation in those areas. From the treatment perspective, much work must be done to provide effective services to youth with drug problems. However, the drug epidemic will be halted by addressing the two very basic concepts, and I believe that to be supply and demand.

The Government through the establishment of its task forces and the Posse Comitatus Act has begun to systematically address the supply issue. Parents through education and prevention activities nationwide have addressed demand. To borrow a phrase from the law enforcement, parent groups have used a technique known as target hardening. Communities are becoming sensitive to the unnecessary involvement of drugs in our daily lives and the lives of our children, and I think they are taking that line.

The parent movement has organized the tight national awareness of the problem of drugs and the impact on our country's future.

Sensitivity must now be mobilized to engender support, more efforts to curtail the supply of drugs to our Nation's youth, more support for programs using early intervention techniques, and more support for prevention and educational programs in the country are desperately needed.

The National Federation of Parents for Drug- Free Youth is ready to provide support to create a demand for more coordinated approaches to address the supply of drugs to children.

The drug program facing youth is awesome and parents and Government agencies must work together to insure that our national resources are preserved.

That's my national federation hat.

PINELAS COUNTY, FLA., PROGRAM

Now, I would like to talk with my treatment hat. In Pinelas County, Fla., which encompasses the cities of St. Petersburg and Clearwater, the two largest cities, we operate a comprehensive treatment and prevention and drug educational program. We operate with a $2 million budget. Approximately $400,000 of that money is Federal money, through block grants. The rest of that money comes from community resources, the United Way, some State grant-in-aid, and client fees. We treat well over 300 people a day in a variety of different treatment modalities and what we could consider, and we know St. Petersburg to be a community with primarily 65 and over residents, but I think it is alarming

when you think and look at the number of young people that are involved and need treatment.

There is a great fallout when we talk about drug importation into the country and that fallout obviously are the drugs that stay in our community. Our mullet fishermen that were fishing 12 and 13 years ago, many of them were driving Cadillac El Dorados and had new houses within 2 or 3 years of their importation experience. So much of the drugs they were involved in importing, many of them, by the way, are now behind bars, but much of the drugs that they imported did stay in our local community, and I am sure you will find that true here in Mississippi.

ON CAMPUS USE OF DRUGS

From July 1, 1982 to June 30, 1983, 464 young people under the age of 16 were caught on school premises with either drugs or alcohol. Those youngsters were busted as a result of a very, very strict and stringent school board policy that had been implemented and that was if you are found to have drugs or alcohol on the school grounds, you then are suspended automatically for 3 days. Within that 3-day period, you and your family may make application to an early intervention school and if you participate in that school, you may come back to school, or if you don't do that, your suspension then is 10 days. If you are suspended from school 10 days, you automatically fail that semester, so that was a great motivation for the families and for the youngsters to get into early intervention.

EARLY INTERVENTION PROGRAM

When I talk about early intervention, I am talking about presenting the knowledge to the students and the parents about the use and abuse of drugs, the harmful effects of drugs, providing a parent survival course to educate parents on the signs and symptoms of drugs, and it is an empowerment model. For some reason, we as parents have sort of negated our responsibility. All of a sudden we said, we will let somebody else do it. We will let the school do it. We will let the church do it. We will let whoever do it.

This parent movement as I see it is truly an empowerment model. All at once we have decided as parents, hey, it is really OK to grab that kid by the collar and say, you are not going to use drugs. That is part of our parent survival course. Now obviously included in that are some tremendous communication skills. Perhaps parents are having difficulty in discussing the drug problem. Thirteen years ago, when I was confronted with my own family drug problem with a child who was using drugs, I did not know how to discuss drugs with that youngster, because I had no knowledge. Even though I am a trained nurse by profession, I had no knowledge of street drugs. I didn't know the signs or symptoms of LSD, of marihuana. When the youngster came in from the beach unfortunately in Florida we do have lots of nice beaches, the youngsters would come in with the red eyes, and they would be jumping over the walls. They would be happy. They would have drastic mood changes. The parents, this one included, would say, my gracious, when are they ever going to grow out of this stage.

It was always a stage, and that was pure ignorance on the part of this parent and so many other parents that we are working with today.

Well, the parents, I think, have become so frightened and they have become so concerned that now when we have our town meetings and now when we have our conferences, we hope that the parents will continue knocking the doors down to come and get information.

I think if we join forces and if we could include the parent movement, I think we can do something about the problem, but I think as long as we just have law enforcement and the interdiction problems without parents taking up their responsible role in the homes and in their communities, I think that it will be a one-sided war.

I appreciate the opportunity to have spoken here today. I will be glad to answer any questions I can.

Senator COCHRAN. You have really been a great addition to our hearing, Mrs. Coletti. I appreciate your being here and thank you for your excellent statement.

[The prepared statement of Shirley Coletti follows:]

PREPARED STATEMENT OF SHIRLEY COLETTI

EXECUTIVE DIRECTOR

OPERATION PAR, INC., AND BOARD MEMBER, NATIONAL FEDERATION OF PARENTS FOR DRUG-FREE YOUTH

On behalf of the National Federation of Parents for Drug-Free Youth, I would like to take this opportunity to applaud the efforts of the Senate Drug Enforcement Caucus. As an NFP board member, a parent, and a substance abuse prevention, education and treatment professional, I can attest to the need and to the awesome potential groups can have on the substance abuse problem if forces are joined. Parents joined forces with substance abuse professionals, schools and community leaders to impact the alarming rate of school age drug abuse. The latest statistics indicate that two of every three high school youths have tried marihuana. That is two too many.

The parent movement has adopted the philosophy that children are an invaluable resource. One that deserves the concern and attention of everyone. Drugs have put that resource in danger. The social and economic costs of lives and dreams dashed through drug use are impossible to quantify. To attempt to place a price tag on the value of youth to the United States would pale the Federal Budget.

The parent movement mobilized to protect youth from the drug problem. Parents throughout the nation organized communities to address a huge problem from a manageable community perspective. The combined efforts of parent groups throughout the country resulted in major accomplishments in raising the awareness of communities and youth in the social costs of drug use.

Parent movements were responsible for enacting paraphernalia legislation, increased drug education offerings in the schools, drunk driving legislation, fostering a concern for interagency cooperation to combine enforcement efforts and media messages with respect to drug use and abuse. Parents were the logical common denominator to engender a movement to value and protect our youth.

However, the parent movement can not do the job alone. Nor can the enforcement professionals. We have and need to continue to work together to control both the supply and distribution of drugs in our country. Together the government and parents have made a tremendous impact into the drug problem, but there is much more to be accomplished.

The times have seldom been so opportune for the development and implementation of a comprehensive drug use/abuse strategy. For the first time in many years, there is renewed interest in preventive approaches. Cross-agency collaboration and citizen/government participation are also moving to center stage. Interagency collaboration signifies a movement away from isolated and parochial approaches to problem solving toward a comprehensive perspective on the parameters of drug use.

Previous years have seen law enforcement, the courts, treatment professionals as well as parents attack the drug problem from different vantage points. There was no coherent thread, no coordination of effort. The success of the parent movement has signaled an end to isolated battles against drug use. There needs to be a coordinated attack from all levels if the war is to be won. Parents and professionals must join together to develop an effective plan for addressing the problem of drug abuse both within our community and throughout the country.

From a treatment perspective, much work must still be done to provide effective services to youth with drug problems. However, the drug epidemic will be halted by addressing the two very basic concepts, supply and demand. The government through establishment of task forces and the posse comitadus has begun to systematically address the supply issue. Parents through education and prevention activities nationwide have addressed demand. To borrow a phrase from law enforcement, parent groups have used a technique known as "target hardening". Communities are becoming sensitive to the unnecessary involvement of drugs in our daily lives, and the lives of our children.

The parent movement is organized and has heightened national awareness of the problem of drugs and the impact on our country's future. Sensitivity must now be mobilized to engender support for more efforts to curtail the supply of drugs to our nation's youth. More support for programs using early intervention techniques, and more support for prevention and education programs in the country are needed. The National Federation of Parents for Drug Free Youth is ready to provide support to create a demand for more coordinated approaches to address the supply of drugs to children. The drug problem facing youth is awesome. As parents and government agencies we must work together to insure that our national resource is preserved.

ALCOHOL ABUSE BY STUDENTS

Senator HAWKINS. I held hearings 2 years ago on the effect of drugs on education long before we had the report by the National Commission on Excellence in Education: "A Nation at Risk." The young people who testified at our hearing were randomly selected throughout the United States. They testified that they each one, the first substance that they had abused was alcohol. In every instance alcohol was their first experience into the drug field. Do you find that true in Mississippi, June?

Mrs. MILAM. Alcohol is our No. 1 abused drug among our young people, and marihuana is the No. 1 illegal drug that they abuse.

Senator HAWKINS. And they always seem to mix it. They never leave the alcohol. The have alcohol and speed. They have alcohol and cocaine, alcochol, and quaaludes which are very dangerous.

Mrs. MILAM. Whatever is available.

DECLINE IN APTITUDE TEST SCORES

Senator HAWKINS. And alcohol is the easiest to get. During the past 15 years there has been an unbroken decline in the SAT scores, the scholastic aptitude test. We have been hearing a lot about it, and there is a great drive for education excellence. The average verbal score fell over 50 points and the average mathematics scores dropped 40 points, despite a tremendous increase in the amount of Federal money that was given to education. Do either of you believe that shocking trend is related to the drug use in the schools?

Mrs. COLETTI. Senator Hawkins, I would say yes. I certainly believe there is a correlation, and I say that guardedly, because I haven't really got hard statistics. My good instincts tell me that this is probably one of the causative factors. Another reason that I believe that is that we now know through extensive marihuana research that the TAC in marihuana stays in the youngster's system

up to 30 days, and while we think that they may smoke only once or twice a month, we forget that there is a residual effect of TAC that accumulates in the youngster's body, so you know the youngsters may think they are just barely experimenting and really find themselves in jeopardy.

Marihuana is an amotivational drug, and I do know that our adolescent residential treatment program, about 35 days after the youngsters—we opened the program in December, and about 35 days after the program opened, 25 of the youungsters that were admitted within a 5-day period started having some really unusual behavior, and their behavior was the fact that they were becoming and had become drug free, and for the first time in a long time they were experiencing true feelings. We are doing some documentation of this. I think that it is going to be an interesting study.

There is no question that drugs and alcohol have made a great impact on our schools and on our test scores.

Senator HAWKINS. June, do you have a comment?

Mrs. MILAM. Well, simply that I do agree with it, and while we do not have hard statistics, I think if you talk with those in the educational system, that they will back up this with their feelings that this plays a large part in educational problems.

ACKNOWLEDGEMENT BY SCHOOL SYSTEM OF DRUG ABUSE

Senator HAWKINS. Do either of you have any knowledge of how the school system has acknowledged the extent of drug use among students?

Mrs. MILAM. I think in Mississippi we are making great impact in our school system acknowledging this, because they now realize that the parent movement is not a threat, they are not going to be laying the blame at the school system per se, that they were not responsible per se for educating our children about drugs and keeping them off of drugs, that that is a societal effort to do this, and once they realize that we are not coming in and saying, OK, you have got a drug problem in this school, do something about it, the parents are moving in and saying, look, we want to do something to help in this area. We know that you are charged with the responsibility of educating our children. You cannot educate them if they are stoned on drugs. Let us help. We have a problem. Let's work together to do something about it.

PRIMARY DRUG USE IN MISSISSIPPI

Senator HAWKINS. What are the principal drugs abused in Mississippi. I know you said alcohol.

Mrs. MILAM. Alcohol, marihuana and right now speed.

Senator HAWKINS. There is a big resurgence in the Washington, D.C. area of LSD in the last month or 30 days.

Mrs. MILAM. I think that they would tell you that they are seeing a resurgence here in Mississippi on the college campuses of LSD, and we expect that to probably move down into our high schools.

Senator HAWKINS. Do you have any statistics that you have gathered since your organization is probably the largest membership nationally of how extensive drug use is in elementary schools?

Mrs. COLETTI. You know, Senator, the surveys are really just beginning in elementary schools. The Johnston Institute has done the senior study now for several years, the seniors in high school. This fall, operation P.A.R. is taking that same instrument and with the support of our school administration, we are giving that same survey with some minor modifications to our middle school youngsters. I can tell you this, that in our early intervention school, some of them come from the sixth grade, and by and large most of them will say, if my mom and dad had only known about drugs, maybe I wouldn't be in this trouble. So again it goes back to mom and dad's education in the area of drugs.

EFFECT OF COMMUNICATIONS' MEDIA ON YOUTH DRUG ABUSE

Senator HAWKINS. I think your organizations are dynamite, both of you. But children just like adults, are influenced by movies, by TV, pop music if anybody can play it slow enough to understand the words. In your opinion have these industries been responsible in the handling of the drug issue?

Mrs. COLETTI. I don't think so, and I think there is much, much work to be done in the area of media, and certainly in the area of that type of entertainment, mostly in the area of movies, when our youngsters, and I am certainly not in favor of censorship. I am in favor of responsibility, and when our youngsters can go see the Cheech and Chong movies, and see them smoking a joint as big as a cigar, and see that glamorized, or going to a movie, the 9 to 5 movie with Dolly Parton, it was a delightful little movie, where they had to sit there and smoke a joint, you know, to make it appear as if it was OK. Our youngsters get the do-drug messages day in and day out through a variety of ways, through our magazines, through television, through movies. One of the things that the parent movement has been involved in, and I imagine DREAM has been doing the same, is trying to work with Swift on the opium perfume. You know, that is a lovely fragrance, but it is an atrocious name. You know, mom has opium sitting on her bureau and sprays it all over herself and smells good. It is a positive do-drugs message. You might be interested to know that Dr. McDonald, who is the president of the Florida Pediatrics Society, has through that society, through the Florida Medical Association, passed a resolution asking all of the pediatricians not to use Swift products until they do something about the name of their perfume.

So you see, the moms are getting there, and moms and pops are making their impression.

EFFECT OF PEER PRESSURE ON STUDENTS

Senator HAWKINS. In every instance when we talked to a child or talked to an expert, they talk about peer pressure. Children start because everybody is on it. That is the acceptable thing to do. There is some thought by educators today of maybe removing the drug users to a program like you are talking about, Shirley, where they can get help, and maybe having a drug-free class for the teachers, for the first time. Every child that has ever testified before my committee says it is no fun to do it by yourself, and the first thing they do is get another kid to do it with them, and the

child whose parents have been very effective in keeping that child away from it really loses control during the 9 to 4, whenever they are with the other children. I would like to plant that thought in both of your organizations to discuss with the school this idea because they are coming before the Senate right now, in an effort to raise educational standards. It is incidently something that we have to adjust quickly, because we can't have a decline in math and science and reading and writing, the exact sciences.

Every teacher wants a disciplinarian in the schoolroom because they can't teach and keep discipline at the same time; and it is my thought that the parent groups could get active in an investigation to see if maybe part of the disturbance is coming from the drug children, and maybe we should start there, rather than having a policeman in every room.

Mrs. MILAM. Senator, I would like to say along those lines in Mississippi we are organizing our young people to reverse the peer pressure, and one of the conferences that we had last year was called Kids Against Drugs. 2,500 attended and 1,000 were turned away, and they are organizing their own youth groups, and they are having the adult sponsors and they are working in this area.

Mrs. COLETTI. Along the same line of removing youngsters, it is really difficult to remove a youngster from the classroom with anything other than punitive action, but there are some programs in Florida; as a matter of fact, we now have 15 of those programs called alpha programs, and they are even in elementary schools, and those programs work with what we consider an at risk population, and that at risk population will be the youngsters who have the highest probability of using drugs, and/or alcohol, and we are finding that to be very, very successful.

Operation P.A.R. now is running three alpha programs and those are some innovative kinds of strategy that I think need to be shared nationally, in order to get other people moving in the same direction.

Senator HAWKINS. Mississippi is doing that already?

Mrs. MILAM. Yes; with the parent groups and the cooperation of such diverse organizations as the community hospitals, the teachers and so forth and their programs are similar to the alpha program and so it is really exciting to see all of the various groups working together to help solve the problems.

Senator HAWKINS. Thank you both so much for your help in this great war that we are involved in.

MORE INFORMATION TO PARENTS NEEDED

Senator COCHRAN. In listening to your testimony, and your responses to Senator Hawkins' questions, particularly the statements that you made, Mrs. Coletti, about the lack of information, the lack of understanding by parents about drugs generally and how to detect or how to respond to problems within the family, I was sitting here and realizing that I am not a mother or a housewife from St. Petersburg, but I am a dad and a househusband parttime from Byram, and I have teenage children as well, and I was realizing that we all probably need to be more aware and more knowledgeable in that regard. I feel like I don't know nearly enough. I didn't

know about marihuana and the way they are growing it, hydrophonics, is that what it is? Is there a good book or source of information for a person like me who feels inadequately informed and who ought to read more or learn more without having to enroll in a semester of college class courses, or something. What can a person do? What should a parent do?

Mrs. COLETTI. I am sure that DREAM has that kind of information and we certainly have an abundance of information. You don't have to go to a group activity to educate yourself, and I will personally see that you get the information from our organization.

PARENT SURVIVAL COURSE

Senator COCHRAN. What do you have? Tell us what you have.

Mrs. COLETTI. We have a program that is a parent survival course and in that course it teaches you about—No. 1, it defines the symptoms of drugs, and basically we are talking about alcohol, marihuana and then going into the narcotic drugs, and then we go beyond the drug education to how to communicate with your youngster about drugs.

You see, the problem over the years has been that parents couldn't talk to their youngsters about drugs, because the kids had the data. The kids had the information and mom and dad were totally ignorant and felt very uncomfortable discussing that.

The second thing in my recommendation is that when a parent takes it upon themselves to educate themselves, hopefully before the youngster is involved in drugs, and I have personally involved my 15-year-old son in all of my drug education. When I go to seminars, when I go to programs, when I get new information, we sit down and we go over it together, and he now is involved in his own youth drug prevention program. Parents can do that whether they are involved as much as I am, or just such as yourself.

I think it is important to sit down with your youngster and share that information and say either let's learn about this together, son, so we can talk about it, or I just want you to know that if you do come home stoned, I am probably going to know what it is, and we are going to deal with it.

I think they have to know that you have that knowledge.

Senator HAWKINS. You have a great book. I have one in my office. It was distributed to us Senators, but what if the public wants to get a copy of the booklet. How do they get that? Do you have an address?

Mrs. COLETTI. Yes, I do have, if they would write to Operation P.A.R., 6613 49th Street North, Pinellas Park, Fla. 33765.

Senator COCHRAN. June, what is your reaction to my question?

Mrs. MILAM. Well, I was going to say there certainly is a lot of information available and while we have various types printed up and can again supply you with those, we also have so many people come in requesting free information, I will have to say the Federal Government has been good about supplying that. The only problem that we have encounterd is that in some instances we do have to censor it, because the publications are older and they do not have current information, and of course, those that we received from the Federal Government in turn we will turn around and use that

same information. The national federation also has a lot of good information that can be passed along to the people that are interested.

Senator COCHRAN. You have really been a big help to the hearing this morning, and I certainly appreciate your taking time to be here and cooperating with us. You have made a very important contribution.

Mrs. MILAM. When you get ready to go pull up the plants, let us know [loud cheer] or when we get ready we will let you know. [Laughter.]

Senator COCHRAN. Thank you very much. We will now take a short break. [Applause.]

And when we reconvene, we will have an opportunity for the press to ask questions.

[Recess.]

QUESTIONS FROM THE MEDIA

Senator COCHRAN. The hearing will come back to order. We have had numerous requests from the representatives of the media who are here today for a short period of time to respond to questions that they might have about the hearing and what we are trying to do today. We will resume our taking of testimony from our witnesses after the press has had an opportunity to ask any questions that they might have. Feel free to do that at this time. We thank you for being here, and we appreciate the attention that you are giving and the efforts you are making here today. Are there any questions from any of the media representatives?

MONEY INVOLVED IN ILLICIT DRUGS

PRESS REPRESENTATIVE. Senator Hawkins, just a clarification, if you will. Clarence French of NBC. You gave a figure earlier about the amount of money involved in drugs and comparing it to Exxon Corp. Could you run over those figures again?

Senator HAWKINS. $100 million in illicit drugs.

PRESS REPRESENTATIVE. In the United States?

Senator HAWKINS. Yes; larger than Exxon Corp.

ACCOMPISHMENTS AS RESULT OF HEARINGS

PRESS REPRESENTATIVE. Senator Hawkins, there have been a lot of these types of hearings involving drug abuse problems, law enforcement. What can this type of hearing really accomplish?

Senator HAWKINS. No. 1, it shows you how great the problem really is. The task force in south Florida was so effective as to bump it to another region so we came here to find out how much it had actually increased in this gulf coast region, and indeed what we can do as Senators to see that the military and the local law enforcement and the local citizens all work together to eradicate this threat and we have learned an awful lot from the first two panels and I am looking forward to the military and the U.S. attorney who are going to testify next.

PRESS REPRESENTATIVE. I would like to address that to Senator Cochran.

Senator COCHRAN. I think what the Subcommittee on Defense Appropriations specifically is learning is how we can more appropriately allocate financial resources of the Federal Government to assist in the effort to interdict drugs being smuggled into the United States particularly in the gulf coast region. That is the primary focus of this hearing today, having available to us testimony from local and State law enforcement officials and it makes us more aware of the needs here in the area. We heard that while there is a great effort being made here in our State, both in the area of trying to do something about drug smuggling and the internal problem of producing drugs for illegal use here in the State, more resources need to be made available from the Federal Government to assist in that effort. We are going to try to find out how to better coordinate the Federal effort with local and State agencies. I think that can be one of the great things that we learn today, and we report the contributions of this hearing to the legislative process and the appropriations process in the Congress.

FUTURE STATE MEETINGS

PRESS REPRESENTATIVE. Are there going to be similar meetings in other region? I notice you have a map before you.

Mrs. HAWKINS. Yes; we have the NNBIS map showing the offices in Miami, New Orleans, El Paso, and Long Beach. Chicago has the whole northern border. New York has the northeastern border. Each one of those has just started business following the model that we have in Miami, and everybody is concerned that everyone work together, and if, in fact, as Senator Cochran said, if indeed we find that we need more resources, more information, that is the Senate's and House's responsibility, to get more resources devoted to protect the entire border, as we have in the peninsula of Florida.

PRESS REPRESENTATIVE. Is this, then, the first of a series of regional meetings?

Senator COCHRAN. There have been hearings by Members of the House. I know Glenn English of Oklahoma has had hearings in New Orleans, El Paso, and San Diego, looking into the establishment of this NNBIS program, and how it is going to work. As far as the Subcommittee on Defense Appropriations, I know of no plans that Chairman Stevens has for a series of nationwide hearings.

This, I think, is the first request for a hearing of this kind in our subcommittee. I thought it was a good idea for the members of the subcommittee to determine how we could respond in a more effective way, through appropriations process, assuring that the Armed Services have the financial resources available to them, while not jeopardizing readiness, which is an important responsibility of our military. Their training missions should not be minimized or efforts taken from training to divert assistance to this drug enforcement effort, and if we need to have money earmarked in our appropriations bill for these purposes, we need to know about it, and if so, how much and for what purposes. That's the kind of information that I am anxious to learn here today, too.

EFFECTING TOUGHER LAWS IN FLORIDA

PRESS REPRESENTATIVE. Senator Hawkins, in addition to the task force efforts in South Florida, were tougher laws put into effect for that crackdown?

Senator HAWKINS. No; those were already Federal laws on the statutes. Judges just came in to relieve the judges so that they could turn the case load faster, and they gave very severe sentences, and indeed it was very contagious, so the local judges started doing that, too. The new U.S. attorney down there, Stanley Marcus, came from the Detroit Strike Force, and he is the catalyst around which the entire task force has been moving, and Admiral Murphy who was Vice President Bush's assistant on this task force, has been there, you know, like a weekly basis, so it did take a tremendous amount of cooperation. I cannot tell you how well it has worked in Florida at breaking down the turf battles between the many law enforcement agencies that were involved in this particular effort, and at the same time bringing in the military. I would say that this is kind of an oversight hearing here today to see how well this is working, and Senator Cochran asked the local law enforcement, do you know how to call or do you get in touch with the defense authorities, Coast Guard, et cetera here in this region, now we will focus some attention on that. I meet with them on a regular basis on the problems, and we all sit around a big table and it is all now one committee to solve these problems, rather than one agency getting credit, getting the credit for the big bust.

POSSE COMITATUS

PRESS REPRESENTATIVE. I am interested in finding out the limits on the amendment to the Posse Comitatus Act. Are you free to use that pretty much as well? You said you would like to bring it inward too for domestic eradication. Can you put them where you want them at will or is it still bound somewhat?

Senator HAWKINS. There are still some restrictions. For instance, the Coast Guard will testify here today and we will learn more about that. They can interdict but they don't make the arrest. They have to have a customs man on board, a drug, a DEA man on board. There is a great reluctance in the Senate about using the military at all, as you are aware, because our founding fathers did not want the military to take over the Government. So there has never ever been prior to this time the lattitude, the freedom to use military and law enforcement together.

This is an experiment and that is why we are seeing—and Congressman English has been doing a lot of oversight to see how wel! it is working. I am as pleased as punch with it, and I just know that we need, you know, more ships and more planes and more equipment to do this.

I don't want to drain any of the resources that we have pledged to the south border to go around the country, and that's why we are here.

CONFLICT OF MISSION OBJECTIVES

PRESS REPRESENTATIVE. Was there a lot of objection over a conflict of mission?

Senator HAWKINS. Sure.

PRESS REPRESENTATIVE. A lot of opposition?

Senator HAWKINS. In Florida, I don't know how many years it took. I came in 1980, and it was passed in 1982. It took 2 years to pass after I arrived, and it had been in debate a year or so, and we thought that we would have to get everyone of the concerns solved. This is the first application of it in south Florida, and it is working very well.

PRESS REPRESENTATIVE. Are you going to have trouble earmarking defense funds for something like this? Is there zealous opposition?

Senator HAWKINS. Oh, there is not opposition to it now. It is working fine.

PRESS REPRESENTATIVE. So there will be no problem getting funds from whatever comes out of this hearing?

Senator HAWKINS. There is a problem getting dollars for anything. We have to have a high priority on where we are going to put the dollars, but we have got a lot of testimony in the record, and we will get some from this hearing on how many hours are pledged by Coast Guard, and how many hours by the Navy. It is a very common event in Florida to read an account of a drug plane that was spotted by radar at the Norad headquarters up in Panama City, where the plane is coming off of the southern coast of Florida. A Coast Guard plane starts following it, runs out of gas because they don't have the additional tanks that the drug planes have, a Navy plane takes pursuit. They then radio ahead and an Army plane continues, always with lights out, and because of the gas tank problem, the plane, the drug plane lands on a private strip somewhere, no lights, and an Air Force helicopter just comes right down on it, and it has got a search light that lights up the whole city of Biloxi on that plane, that he lands. It is a common occurrence now. We read these stories about how all of the defense forces are working together to make that one catch.

FUTURE ACTIONS ON ILLICIT DRUG PROBLEMS

PRESS REPRESENTATIVE. Senator Hawkins, based on your findings from this hearing, where do we go from here?

Senator HAWKINS. Well, I think that you have a summit, I would recommend that we have a summit of the defense agencies that are involved, the Coast Guard, Army, Navy, Air Force, DEA, Customs, and then all of our local law enforcement people, you know, on what tools we are going to use, and who is going to play what in this area, and again I cannot emphasize too much how important an IRS agent is in every bank.

It is most important in this net that we are putting out to grab the catch. There is somewhat of a tendency for everyone to wink their eye, and a man in the audience just told me that someone he knew asked if he could borrow his boat for an evening for $100,000. Now, that is a great temptation to say sure, you can use my boat tonight for $100,000 and not tell anybody. That should be reported

that fast to one of these panels and we could make a lot more arrests, but if do you get $100,000 then I want to check where that $100,000 goes, and unless you keep it in your sock at home, we are going to be able to find it, if we have enough IRS agents here.

CORRUPTION AMONG PUBLIC OFFICIALS

PRESS REPRESENTATIVE. Senator Cochran, what can you all do about public officials, their corruption?

Senator COCHRAN. Well, you can't legislate morality, that's been tried and tried, and failed numerous times. I think the political system that we have is such that those who are involved in the political process and participate in elections have a greater say-so of who serves in office, for how long, and that's the way to deal with that problem, the education and participation of the public.

Senator HAWKINS. I have a deep abiding feeling that we do not pay our law enforcement people enough money. We don't pay our U.S. attorneys enough money. Here we have the brightest and the best and the toughest of the citizens on that side of the table, you know, trying to convict a criminal who maybe brought in 1 billion dollars' worth of illegal drugs, and the attorney that is defending the criminal went to law school with the U.S. attorney who is on the other side, and one is making $75,000 and the other one is making $1 million a year. I mean, the system is wrong. Right now an honest man is the noblest work of God. It is the bottom line and we all prescribe to that, and if we get an honest man who is involved in law enforcement, then we should reward him enough that the really good and the marvelous and the bright don't skip town and simply go over there and make all of that money to defend criminals, and the judges are the same. We don't pay our judges enough for the case loads that they have. It is a lifetime appointment. We don't pay them enough, to me we need to review the patterns we have as far as the pay. That is the first move, I believe. I don't know how Senator Cochran feels.

Senator COCHRAN. That doesn't go so far as to increase the salaries of the subcommittee members, does it? [Laughter.]

We wouldn't vote for that.

Senator HAWKINS. My husband would appreciate it.

Senator COCHRAN. Any other questions?

TIMEFRAME FOR UNITED EFFORT AGAINST ILLICIT DRUGS

PRESS REPRESENTATIVE. Senator Hawkins, you mentioned sometime eventually. What timeframe do you see here to get everybody working together the way you would like?

Senator HAWKINS. Oh, I think they have already had one meeting. Admiral Murphy who is the head of this; in the kit, I think you have a copy of the exhibits. The Vice President has Admiral Murphy as his assistant, and he reported to the Senators just last week with initial meetings all around the country, that he was starting, and you will see the list of coordinating boards on this. They will soon be here. In their absence, they have sent a representative and it goes, the U.S. Army, the Navy, Air Force, the Coast Guard, the CIA, the Attorney General, the FBI, the citizens, Secretary of State, Secretary of Treasury, Customs, INS, DEA,

FAA, the BATF, and the Drug Abuse Policy. That is pretty broad to come into your community and to meet with your local law enforcement people.

Senator COCHRAN. Thank you very much. We will resume the hearing at this time.

DEPARTMENT OF DEFENSE

(Panel 3)

ASSISTANT SECRETARY OF DEFENSE FOR MANPOWER, RESERVE AFFAIRS, AND LOGISTICS

STATEMENT OF DR. LAWRENCE J. KORB, ASSISTANT SECRETARY OF DEFENSE, MANPOWER, RESERVE AFFAIRS, AND LOGISTICS

CONTRIBUTIONS TO NATION'S DEFENSE BY MISSISSIPPI

Senator COCHRAN. We are very happy to have as our next witness Dr. Lawrence Korb, who is the Assistant Secretary of Defense for Manpower, Reserve Affairs, and Logistics. We appreciate your being here very much, and you may proceed.

Dr. KORB. Thank you very much. Senator and Chairman Hawkins, and Senator Cochran, I am delighted to appear before this joint hearing, as a result, of course, of this caucus, the Senate Appropriations Committee, Subcommittee on Defense in this beautiful State of Mississippi.

As you know well, the State of Mississippi makes an indisputably important contribution to the defense of the Nation, in addition to its many sons and daughters who have always served so honorably in our Nation's defense, the fine people of your State, Senator Cochran, host 10 major military installations, including the critically important military centers at Keesler Air Force Base, Columbus Air Force Base, and the Meridian Naval Air Station. Of equal significance is the civilian commitment. At present, more than 10,000 Mississippians work at defense sites. Measured another way, the Defense Department spends $2.2 billion in the State of Mississippi. No one has ever questioned the value and services that we receive in return.

As Assistant Secretary of Defense for Manpower, Reserve Affairs, and Logistics, Senator Cochran, coming to Mississippi is always a pleasure.

CONTRIBUTIONS TO ANTIDRUG EFFORT BY DEFENSE DEPARTMENT

Turning to the matters at hand, Madam Chairman, the Defense Department, the State National Guard of Mississippi, are contributing to the antidrug effort to the maximum extent under the law, and under the resource and military preparedness constraints with which we must live, also by law. In addressing the issues affecting our support to the civilian drug enforcement community, let me put that role in perspective by making a few introductory remarks.

LIMITATIONS ON DOD ROLE IN ENFORCEMENT

Under the law, the Department of Defense acts as a provider or, if you will, a form of subcontractor, to the civilian drug enforcement community.

The same law expressly forbids the Department of Defense's direct participation in, say, arrest and seizure activities, or indeed, in any other form of law enforcement except, of course, where allowed under other statutory authorities, such as those authorities which make the Army the executive agent in dealing with civil disturbances.

Section 374 of Public Law 97-86 passed in December 1981 delimits DOD's ability to take major initiatives in providing personnel assistance unless it is requested from the appropriate head of an agency with jurisdiction to enforce a relevant drug law.

Finally, the consideration of military preparedness and reimbursement where required by law, must affect our decisions. You will be pleased to know that the national security will never be compromised as the Defense Department endeavors to meet its other responsibilities under the law.

MILITARY ASSISTANCE TO COMBAT ILLICIT DRUG TRAFFIC

With those introductive comments in mind, allow me to turn to typical forms of major military assistance, most of which are either continuing or which have been provided within the past few months.

The bulk of military assistance in the south Florida and gulf region have come from the Navy. E-2C squadrons are flying surveillance missions in support of Customs Service requirements. Some support in the Gulf of Mexico has come from the E-2C squadron located in New Orleans. P-3 aircraft support generally occurring offshore has also been provided, including a Naval Reserve unit from New Orleans, in which 17 Mississippi reservists serve. The P-3A's support the Coast Guard in preventing traffickers coming through the Yucatan Straits. You will be interested to know, Madam Chairman, that between the period November 8 to December 12, 112 hours of surveillance missions were flown by P-3A squadrons. I have listed the squadrons and their home ports for your information.

Additionally all Navy ships in the region routinely exercise vigilance in finding suspect vessels. Further south, a Navy hydrofoil unit has proven to be especially useful in interdiction. Navy vessels are also carrying Coast Guard boarding parties which are called Taclets, tactical law enforcement teams. The reason for this is twofold. First, Department of Defense personnel may not become directly involved in interdiction operations, as mentioned earlier. Second, maritime law enforcement is the responsibility of the Coast Guard.

EXAMPLE OF NAVAL ASSISTANCE

Allow me to illustrate more specifically the way this particular type of assistance can operate. Last October, a U.S.S. *Nimitz* carrier task force was operating off the coast of Colombia. Patrol air-

craft from the carrier spotted a suspect vessel communicating information to Miami where the Coast Guard confirmed that the vesssel, the *Recife,* a 100-foot stateless freighter, was a candidate for boarding. A Taclet, this tactical law enforcement team, was transferred from the *Nimitz* to the U.S.S. *Mississippi,* a nuclear-powered guided missile cruiser. The *Mississippi* forced the *Recife* to heave to, allowing the Coast Guard Taclets to board, where more than 30 tons of marihuana were discovered. In such operations, the Coast Guard runs up its ensign on the mast, signaling that a senior member of the Coast Guard party aboard is in control.

As a footnote to this event, the *Recife* was brought in to San Juan, and the crew arrested. The crew was later tried in the Federal district court. During the session, the district judge dismissed defense counsel argument that the Navy's assistance was unlawful, thus conveying another signal to drug traffickers that military assistance is well within the bounds of the law.

MARINE CORPS ASSISTANCE

The Marine Corps has also been operating OV-10D aircraft in conjunction with the Customs Service. Although relatively slow and low flying, these so-called Bronco airplanes are equipped with forward working infrared sensors, which we call FLIR's.

These provide the aerial observer with exeptionally good nighttime vision, aiding a long-needed technological improvement to the Customs Services's effort. Unfortunately there are only 18 FLIR equipped Bronco aircraft in the entire Marine Corps, which seriously limits their availability to the drug enforcement role.

AIR FORCE ASSISTANCE

The Air Force is also playing a major role in drug enforcement. In the gulf region alone, C-130 aircraft from Keesler Air Force Base have flown six missions in support of the drug enforcement community during the first 3 months of this year. B-52 aircraft on routine training flights add to the data base of suspect vessels. AWACS aircraft are also used quite extensively. Inasmuch as there are relatively few AWACS airplanes and many AWACS missions, their availability is limited by critical national security missions, and related training.

Consideration is also being given to the provision of night missions for the AWACS. Currently night training with F-15 interceptors is limited for reasons of safety and mission efficiency.

The Air Force has also been providing assistance to the Drug Enforcement Administration in the Bahamas. There a twin-engine, night-capable, over-water helicopter unit has realized an impressive record of drug interdictions, including an unprecedented operation on the July 4 weekend when nearly $320 million in drugs was seized.

ARMY ASSISTANCE

Finally, the Army has provided the Customs Service with four Cobra and one Blackhawk helicopters, aircraft which have been especially valuable to the interdiction effort.

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COST TO DOD

The cost to the Department of Defense and to the drug enforcement community has not been great in all cases. We estimate that for the second quarter, for example, of fiscal year 1984, the Department of Defense was reimbursed at the cost of about $734,000. By far the greatest cost has been incurred by the Navy, which has provided most of the dedicated support, and as my prepared statement indicates, the reimbursable costs to the Navy is just over $734,000.

REIMBURSABLE COSTS TO DOD

As I mentioned earlier, the Secretary of Defense must seek reimbursement where it is required by law. However, he has the discretion to waive reimbursement where support is provided that is incident to routine and normal military operations, or where some real training benefits accrue. Indeed, much of our assistance falls in the nonreimbursable category, the AWACS flights, which cost upward from $150,000 a mission, are obviously well beyond the capability of a requesting agency, say, the Customs Service, to afford on a continuing basis. Therefore, by longstanding agreement, a Customs radarscope operator is given a position aboard the aircraft when it flies in areas of interest to the Customs Service. The scheduling and frequency of such AWACS flights, Madam Chairman, is very sensitive information which could be discussed only in executive session.

DOD EQUIPMENT LOANS TO CUSTOMS SERVICE

In addition to the above assistance, the Secretary of Defense has agreed to loan to the Customs Service the following equipment:

The Navy and Air Force will configure, in cooperation with the Customs Service, a P-3A Orion aircraft with an Air Force F-15 radar system. If this system is effective, up to six P-3A's could be similarly configured and loaned; $3.75 million for the conversion of the prototype P-3A will be required. A feasibility study of this system has recently been completed, which explores other alternatives as well.

The Army would lend to Customs eight C-12 aircraft provided that moneys are appropriated for C-12D replacement models which must be delivered to the Army before the others are loaned to Customs. The House Armed Services Committee recommended $11.8 million for the authorization of six C-12's for fiscal year 1984, and further authorized the loan of four C-12A's to Customs.

The Army has also agreed to provide to Customs three additional Blackhawk helicopters, if the current test by Customs of the Blackhawk proves productive. This agreement is also subject to the availability of sufficient appropriations for replacement Blackhawks, which as you know, Madam Chairman, are state-of-the-art frontline unit aviation assets. The Army is unable to take any interruption of its procurement schedule for any reduction of Blackhawk inventories in the Active or Reserve Forces.

In each of the above cases, the Customs Service would be responsible for organizing its own maintenance and support contracts.

NNBIS INITIATIVE

Finally, Madam Chairman and Senator Cochran, with the formation of the National Narcotics Border Interdiction System, DOD has been asked to provide manning for six regional centers, five in addition to the Miami operation. These centers, as you mentioned, will be in New York, New Orleans, El Paso, Long Beach, Los Angeles, and Chicago. Anywhere from 30 to 47 personnel could ultimately be assigned to these sites.

In conclusion, in the past few minutes I have reviewed the rather extensive scope of military assistance to the drug enforcement community. The Department believes that it has made a major contribution and that our efforts are being widely used.

With this assessment, Madam Chairman and Senator Cochran, I will conclude my testimony, and invite your questions.

[The prepared statement of Dr. Korb follows:]

PREPARED STATEMENT OF DR. LAWRENCE J. KORB
ASSISTANT SECRETARY OF DEFENSE
MANPOWER, RESERVE AFFAIRS, AND LOGISTICS

Chairman Hawkins and Senator Cochran, I am honored to appear before this joint hearing of the Drug Enforcement Caucus and the Senate Appropriations Subcommittee on Defense, and to be in the great State of Mississippi. As you know well, the State of Mississippi makes an indisputably important contribution to the defense of the nation. In addition to its many sons and daughters who have always served so honorably in our nation's defense, the fine people of your state, Senator Cochran, host ten major military installations, including the critically important military centers at Keesler Air Force Base, Columbus Air Force Base, and the Meridian Naval Air Station. Of equal significance is the civilian commitment: at present more than 10,000 Mississippians work at Defense sites. Measured another way, the Defense Department spends $2.2 billion in the State of Mississippi - and no one has ever questioned the value of the product and services that we receive in return. As Assistant Secretary of Defense for Manpower, Reserve Affairs and Logistics, Sneator Cochran, coming to Mississippi is always a pleasure.

Turning to the matters at hand, Madam Chairman, the Defense Department, and State National Guard of Mississippi, are contributing to the anti-drug effort to the maximum extent under the law and under the resource and military preparedness constraints with which we must live, also by law. In addressing the issues affecting our support to the civilian drug enforcement community, let me put that role in perspective by making a few prefatory remarks:

o Under the law, DoD acts as a provider or, if you will, a form of subcontractor, to the civilian drug enforcement community.

o The same law expressly forbids DoD's direct participation in, say, arrest and seizure activities, or, indeed, in any other form of law enforcement - except, of course, where allowed under other statutory authority - such as those authorities which make the Army the executive agent in dealing with civil disturbances.

o Section 374 of Public Law 97-86 delimits DoD's ability to

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take major initiatives in providing personnel assistance unless it is requested from the appropriate head of an agency with jurisdiction to enforce a relevant drug law.

o Finally, the considerations of military preparedness and reimbursement, where required by law, must affect our decisions. You will be comforted to know that national security will never be compromised as the Defense Department endeavors to meet its other responsibilities under the law.

MILITARY ASSISTANCE TO DRUG ENFORCEMENT:
THE OPERATIONAL CONSIDERATIONS

With these caveats in mind, allow me to turn to typical forms of major military assistance, most of which are either continuing or which have been provided within the past three months.

The bulk of military assistance in the South Florida and Gulf Region has come from the Navy. E-2C squadrons are flying surveillance missions in support of Customs Service requirements; some support in the Gulf of Mexico has come from an E-2C squadron located in New Orleans. P-3 aircraft support, generally occcuring further off-shore, has also been provided, including a Naval Reserve unit from New Orleans, in which 17 Mississippi reservists serve. The P-3A's support the Coast Guard in preventing traffickers coming through the Yucatan Straits. You will be interested to know, Madam Chairman, that between the period November 8 to December 12, 112 hours of surveillance missions were flown by P-3A squadrons. I have listed the squadrons and their homeports for your information:

Squadron	Homeport
VP-62	Jacksonville, FL
VP-64	Willow Grove, PA
VP-66	Willow Grove, PA
VP-67	Memphis, TN
VP-68	Pax River, MD
VP-69	Whidbey Island, WA
VP-90	Glenview, IL
VP-93	Detroit, MI
VP-94	New Orleans, LA
VP-5056	New Orleans, LA

VP-0516	Jacksonville, FL
VP-0810	South Wymouth, MA
VP-2473	Detroit, MI

Additionally, all Navy ships in the region routinely exercise vigilance in finding suspect vessels. Further south, a Navy hydrofoil unit has proven to be especially useful in interdiction. Navy vessels are also carrying Coast Guard boarding parties, which are called "TACLETS," (Tactical Law Enforcement Teams). The reason for this is twofold: first, DoD personnel may not become directly involved in interdiction operations, as mentioned earlier; second, maritime law enforcement is the responsibility of the Coast Guard.

Allow me to illustrate more dramatically the way this particular type of assistance can operate. Last October, a USS NIMITZ carrier task force was operating off the Coast of Colombia. Patrol aircraft from the carrier spotted a suspect vessel, communicating the information to Miami, where the Coast Guard confirmed that the vessel, the RECIFE, a 100-foot stateless freighter, was a candidate for boarding. A TACLET was transferred from the NIMITZ to the USS MISSISSIPPI, a nuclear-powered, guided missile cruiser. The MISSISSIPPI forced the RECIFE to "heave to," allowing the Coast Guard TACLET to board, where more than 30 tons of marijuana were discovered. In such operations, the Coast Guard runs up its ensign on the mast, signalling that the senior member of the Coast Guard party aboard is in control. As a footnote to this event, the RECIFE was brought into San Juan and the crew arrested. The crew was later tried in the Federal District Court. During the session, the District Judge dismissed defense counsel arguments that the Navy's assistance was unlawful, thus conveying another signal to drug traffickers that military assistance is well within the bounds of the law.

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The Air Force is also playing a major role in drug enforcement. In the Gulf region alone, C-130 aircraft from

Keesler Air Force Base have flown six missions in support of the drug enforcement community during the first three months of this year. B-52 aircraft on routine training flights add to the data base on suspect vessels. AWACS aircraft are also used quite extensively. Inasmuch as there are relatively few AWACS airframes, and many AWACS missions, their availability is limited by critical national security missions and related training. Consideration is also being given to the provision of night missions for the AWACS; currently, night training with F-15 interceptors is limited for reasons of safety and mission efficiency.

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The Army has provided the Customs Service with four Cobra and one Blackhawk helicopters, aircraft which have been especially valuable to the interdiction effort.

COST-EFFECTIVENESS OF DOD ASSISTANCE TO DRUG ENFORCEMENT

As seen from Table 1, the costs to the Department of Defense and to the drug enforcement community have not been great in all cases.

TABLE 1
REIMBURSABLE COSTS FOR
MILITARY ASSISTANCE: 2QFY84

Service	Amount
Army	(less than)$ 5,000
Navy	706,800
Air Force	22,400
TOTAL	$734,200

By far, the greatest costs have been incurred by the Navy which has provided most of the "dedicated" support - as seen from Table 2:

TABLE 2
NAVY REIMBURSABLE COSTS
FOR 2QFY84

Type of Support	Amount		% of Total Navy Costs
Naval Aviation			
P-3	$572,000		
P-3 (NAVRES)	30,000		
E-2B/C	81,600		
Subtotal		$683,600	(97%)
Surface			
PHM (Hydrofoil)		12,600	(2%)
Personnel			
Interdiction Operations & Information Center Manning		10,600	(1%)
TOTAL		$706,800	

As mentioned earlier, the Secretary of Defense must seek reimbursement where it is required by law. However, he has the discretion to waive reimbursement where support is provided that is incidental to routine and normal military operations, or where some real training benefits accrue. Indeed, much of our assistance falls in the non-reimbursable category. The AWACS flights, which cost upwards from $150,000 a mission, are obviously well beyond the capability of a requesting agency, say the Customs Service, to afford on a continuing basis. Therefore, by long-standing agreement, a Customs radar scope operator is given a position aboard the aircraft when it flies in areas of interest to the Customs Service. The scheduling and frequency of such AWACS flights, Madam Chairman, is very sensitive information which could be disucssed only in executive session.

In addition to the above assistance, the Secretary of Defense has agreed to loan to the Customs Service the following equipment:

The Navy and Air Force will configure, in cooperation with the Customs Service, a P-3A Orion aircraft with an Air Force F-15 (APG-63) radar system. If this system is effective, up to six P-3A's could be similiarly configured and loaned. $3.75 million for the conversion of the prototype P-3A will be required. A feasibility study of this system has recently been completed, which explores other alternatives as well.

The Army would lend to Customs eight C-12A aircraft provided

that monies are appropriated for C-12D replacement models which must be delivered to the Army before the others are loaned to Customs. The House Armed Services Committee recommended $11.8 million for the authorization of six C-12's for fiscal year 1984, and further authorized the loan of four C-12A's to Customs.

The Army has also agreed to provide to Customs three additional Blackhawk helicopters if the current test by Customs of the Blackhawk proves productive. This agreement is also subject to the availability of sufficient appropriations for replacement Blackhawks, which as you know, Madam Chairman, are state-of-the-art, frontline unit aviation assets. The Army is unable to take any interruption of its procurement schedule or any reduction of Blackhawk inventories in the active or reserve forces.

In each of the above cases, the Customs Service would be responsible for organizing its own maintenance and support contracts.

Madam Chairman and Senator Cochran, let me close by reiterating the Defense Department's commitment to assisting civilian law enforcement agencies in their efforts to eliminate illegal drug trafficking from our nation. Our performance to date, I believe, has borne witness of that commitment and I can assure you of its continuation.

DR. LAWRENCE J. KORB
ASSISTANT SECRETARY OF DEFENSE (MANPOWER, RESERVE AFFAIRS AND LOGISTICS)

President Reagan nominated Dr. Lawrence J. Korb as Assistant Secretary of Defense (Manpower, Reserve Affairs, and Logistics) on April 1, 1981. He was confirmed by the Senate on April 27, 1981, and sworn in on May 4, 1981.

In this position, Dr. Korb administers about 70 percent of the entire Defense budget and has responsibility for: recruiting, retaining, and training the five (5) million, active duty, Reserve, and civilian employees of the Defense Department; maintaining this Nation's worldwide military base structure; providing logistic suppor to the land, sea, and air forces of the United States, and establishing the Department; energy, environment, safety, occupational health and equal opportunity programs.

Dr. Korb was born on July 9, 1939 in New York City and educated at Athanaeum of Ohio (B.A. - 1961), St. Johns University (M.A. - 1962) and the State University of New York at Albany (Ph.D. - 1969). He served on active duty as a Naval Flight Officer from 1962 to 1966 and is presently a Captain in the Naval Reserve.

Immediately prior to joining the administration, Dr. Korb was Resident Director of Defense Policy Studies at the American Enterprise Institute for Public Policy Research.

He has held several major academic positions, among them: Assistant Professor of Political Science, the University of Dayton, 1969-1971; Associate Professor of Government, U.S. Coast Guard Academy, 1971-1975; Professor of Management, U.S. Naval War College, 1975-1980; and he is presently Adjunct Professor in the National Security Studies Program at Georgetown University.

Dr. Korb is also a Fellow of the Inter-University Seminar on the Armed Forces and Society (1971-present); a Member, Council on Foreign Relations (1980-present); and a member of the International Institute for Strategic Studies (1982-Present).

In the past he has served as a Consultant to the Office of the Secretary of Defense; to the Office of Education; and to the National Security Council; Dr. Korb has been selected as an outstanding Educator of America on two occasions. He also served as the Chairman of the International Studies Association Section of Military Studies (1973-1976) and is listed in American Men and Women of Science and Who's Who in America. Dr. Korb also was a Member of the Defense Advisory Committee for President-Elect Reagan (1980); and a Member of the Transition Team, Arms Control and Disarmament Agency (1980).

Dr. Korb has published over 85 books and monographs, articles and professional papers on defense issues and budgetary considerations, including The Joint Chiefs of Staff: The First Twenty-Five Years and the Fall and Rise of the Pentagon. In addition, Dr. Korb has lectured widely on national security policy and has appeared as a guest on such national programs as the Today Show, Good Morning America, McNeil-Lehrer, "60" Minutes, and the Phil Donahue Show.

COSTS TO NAVY FROM DRUG SMUGGLING INTERDICTION PROGRAM

Senator COCHRAN. Thank you very much, Dr. Korb. We appreciate your being here as a representative of the Department of Defense, and we appreciate Secretary Weinberger's cooperation with our hearing and the fact that you have given us an interesting perspective on the responsibility that the Department sees that it has to cooperate in this very important drug smuggling interdiction effort.

I notice that there has been submitted to the Congress indications from the Navy specifically that it has spent last year probably $10 million or thereabouts in flying time and missions that were directly related to providing assistance to the drug interdiction effort.

There is an indication that only $1 million in the fiscal year 1984 will be earmarked for that. Is that simply a bookkeeping problem that we are witnessing, or does this mean that the level of activity by the Navy in flying missions for these purposes will be reduced next year as compared to the level this year?

Dr. KORB. No; I think the former is correct. It is probaby more of a bookkeeping operation. I tried to make clear in my statement, and I think it probably would be advisable for me to go over it, what we are talking about in terms of cost.

If we have an operation where we were going to do it anyway, so training purposes of operational purposes in which that particular mission takes on an additional responsibility, if one would charge the whole cost of the operation, we would obviously have a large figure, but if you only charged the fact that you might have to divert from an ocean surveillance air patrol a couple of miles to, as the Navy would say a "rig," or check out a prospective target, you would get the lower figure. So we are talking about now at the lower figure, which is really only the incidental cost or the extra costs that are incurred because you are providing a requested assistance to the drug enforcement people.

So if anything, the cost of the establishment of the additional centers, the support from the Department of Defense, is increased, and I think that what you would have to compare, what the figures are, what were the incidental costs last year. You compare the full cost and the incidental costs.

HYDROFOIL PATROL SHIPS

Senator COCHRAN. I know the Navy has been trying to establish an appropriate mission for its hydrofoil patrol ships. Wouldn't their location here in the Gulf of Mexico and use in patroling for the purpose of identifying and searching out possible drug smuggling activities in the gulf be an appropriate use of those hydrofoil ships?

Dr. KORB. Again, if they are requested by the people who have the responsibility, and agents, for example, who have law enforcement responsibilities, and they don't interfere with normal training operations and readiness considerations, yes, it would be appropriate.

I think that although they were not built for that particular purpose they certainly are a very suitable asset to deal with the prob-

lems that we face both here in the gulf and the south Florida area, and as you know, they have been employed quite successfully in the south Florida area.

FUNDING FOR NAVAL ANTIDRUG ACTIVITIES

Senator COCHRAN. I wonder whether or not with the estimate of $10 million that may be needed to finance the activities of the Navy in the drug interdiction effort during the fiscal year 1984, this is going to mean that there will be a lessening of the training missions or the readiness aspect of the Navy's activities, or would this mean a funding shortfall? Would there need to be added to the appropriations bill this additional money for this important activity?

Dr. KORB. If the Department of Defense must divert from normal operations, as I indicated before, or lay on a special mission, then we should be reimbursed and we think the appropriate mechanism is for Congress to insure that the requesting agency has sufficient funds in their budget to provide the reimbursement which we are required by law to ask for.

BOOKKEEPING PROBLEMS

Senator COCHRAN. This is the problem that I was trying to get at. There is a budget request to the Appropriations Committee right now that says in it $1 million is going to be needed to finance drug interdiction activities, and the fact is, that if you add up all of the hours that are going to be flown, and the activities that are going to be involved, you come up to 10 million dollars' worth of expense, so that is why I was curious about whether we have a bookkeeping problem or are we going to have a shortfall in available funds.

Dr. KORB. No; I think what you have is a bookkeeping problem, because people say, what is the total cost of your involvement.

For example, if you were to take as I said this AWACS mission that I spoke about before. The normal cost of an AWACS mission is $150,000. If the Air Force flies an AWACS mission in which they have a Customs observer on board, all we would seek reimbursement for is the extra time that would be taken away from the normal mission to deal with what Customs wants, and I think the same could be said, for example, the largest expense is right now, the second quarter, for example, of fiscal 1984, the most recent full quarter for which we have data. Most of the support that the Navy has talked about for reimbursement is in the aviation field.

Now, what that is is just incidental costs or costs of a specific mission that has been requested by Customs, and I think, for example, if you take a look at the second quarter, the Navy has submitted reimbursable costs of about $700,000. If you multiply that by four quarters, that is certainly not anywhere near $10 million.

Senator COCHRAN. What I hope we don't get bogged down in is the idea that a few million dollars may be inappropriately allocated or spent by the Department of Defense in this effort, when we hear testimony to the effect that in south Florida they have confiscated 5 billion dollars' worth of illegal drugs and, here in the State of Mississippi, $100 million just this last year has been confiscated.

We are talking about the entire flying time of the Navy in the next year being estimated at $10 million. I know there are other activities that we are going to see the military involved in, in efforts of drug interdiction, but I hope we don't get bogged down in some false economy.

Dr. KORB. Well, I don't think it is a question of false economy. The question is the law, and the so-called Economy Act that requires the Secretary of Defense to seek reimbursement, of the requesting agencies, because their budgets vis-a-vis the defense budgets, are so much smaller, don't have the funds provided by the Congress. It becomes a problem with them more than a problem for us, and that's why we think that it is incumbent upon Congress to make sufficient provisions for the, or through the, appropriations process to have those funds available, when the Secretary of Defense must by law request those agencies to reimburse those expenses.

But I think we both agree that our effort has been well worth while. What we are trying to do is make sure that both the spirit and the letter of the law are followed, and that no agency is adversely impacted.

AGENCY REIMPURSEMENT FOR DOD SERVICES

Senator COCHRAN. Is there any problem in your judgment with turf battles between these other agencies requesting reimbursement and your making available resources, or being reluctant to because you are afraid you are not going to be reimbursed?

Dr. KORB. Absolutely not. All of the requests that come in, come in to the Vice President's Office, come to my office and then we tell the Service. What we do is we look at questions of, you know, it is appropriate within the law, and then after it is over, we figure out what we have to do to comply with the Economy Act, to seek reimbursement, but we don't say how much is it going to cost. Are you people willing to pay, you know. If I can give you an analogy, it is to bring somebody into the emergency room and in a life and death situation, and the hospital shouldn't say, you know, where is your Blue Cross card, or your medicaid card. We take care of the situation first.

Senator COCHRAN. This is what I wanted to be sure was not happening.

Dr. KORB. That certainly is not happening.

Senator COCHRAN. Because so much in Government, you know, we see bogging down in redtape and in paperwork, and who is responsible for this, who authorized this. You run into that kind of thing in Government, and I want to be sure in this effort that we don't have that problem.

Dr. KORB. No, sir, we don't have that problem.

Senator COCHRAN. That we don't have a problem about the technicalities of reimbursement, appropriations supplemental request, and this kind of thing. We need to cut through all of that and streamline the process so that we don't have that.

Dr. KORB. Senator, I quite agree with you. I just hope that some of your colleagues which the General Accounting Office are, that you will remember that.

UTILIZING KEESLER AIR FORCE BASE RESOURCES

Senator COCHRAN. Well, I will take care of the GAO if you will take care or help us take care of OMB. [Laughter.]

Let me ask you one other question, and then I am going to yield to the Senator from Florida. What is the extent to which you are utilizing the resources here locally at Keesler Air Force Base? For instance, I know it has facilities, equipment, and manpower capabilities. I know we do have representatives from Keesler Air Force Base here today. Our base commander is here, Col. Billy E. Burke, and Maj. Jeremiah C. Riordan, chief of security police, is here. If you would like to defer to them, that's fine, but if you have information we would like to hear about it.

Dr. KORB. As I mentioned in my statement, primarily the C-130 aircraft from Keesler have flown six missions in the first 3 months of this year.

Senator COCHRAN. Three missions?

Dr. KORB. Have flown six missions in the first 3 months of this year, and we can provide you the latest data for the record.

Senator COCHRAN. What is that now? Could you tell us without breeching any secrets? What is a mission?

Dr. KORB. Well, a mission is essentially the plane sea area, as you know, of that station. As you know, it has a station weather observation mission. They go out and check the weather to provide that service both to the military and the civilian community. The Customs people knowing where we are going, knowing what the threat is, they have asked us, well, while you are out there, how about checking this or that for us, and then passing the information on to the appropriate officials.

Senator COCHRAN. Has that been effective in any way? Have we realized any collection of information that has been helpful in the drug interdiction effort?

Dr. KORB. I don't know that information, because as I mentioned, we in the Department just turn it over to the other people to actually go out and seize it. I am sure that can be provided to you by the people here, or by the other agencies, and again when you are talking about effective, you have two measures. One is the deterrent. I think that when people know that the planes that are out checking on the weather could be checking on other things, that is one form of effectiveness, and then the other is the actual seizure effect to which you were referring.

Senator COCHRAN. Well, we do have others who will testify following your presentation. Admiral Stewart, of course who is head of NNBIS and a U.S. Customs representative will be here to talk about some of the specific events that have occurred. I think at this point I am going to yield to Senator Hawkins who probably has some advice for you.

IMPACT OF POSSE COMITATUS

Senator HAWKINS. I would like to know what impact you think posse comitatus has had on military readiness?

Dr. KORB. Senator, do you mean a change in the posse comitatus law that occurred in December 1981?

Senator HAWKINS. Yes.

Dr. KORB. In my own opinion, I do not think that our involvement has adversely affected military readiness because of the support that we have had from the Congress, and President Reagan's program to re-arm American military readiness is going up rather dramatically, and you begin to see results now of some of the appropriations which we have got in the past 2 years. We closely monitor this to make sure that it doesn't, and we are quite honest with the people. When a request comes in, if we really feel it will have an impact, we tell them, and usually if we make our case, they understand it, and then we look for an alternate.

What we try to do in my office, is we try to make it work. If you say, well, we want this. We say, well, you can't have that because that's readiness of national security, but how about working this, and essentially what we try and do is negotiate what you might call a level of efforts, where we say this is how much you can do on a monthly or quarterly basis, and let's plan on that.

And, of course, if there is a particular problem, let's talk about any type of search capability that we might have, but up until now, I would say that I have not seen any adverse effect on combat readiness.

HIGH MORALE OF MILITARY PERSONNEL

Senator HAWKINS. I have talked to some of the military personnel that have been involved in this and I will tell you that it has enhanced their psychological readiness. They feel they are involved now in another mission also, which enhances their readiness for the threat.

Dr. KORB. There is no doubt about the fact that the morale among the military people in this is quite high because it is not just training. It is a real live type of mission, and in most cases they can see the results.

REIMBURSEMENT FOR MILITARY ASSISTANCE

Senator HAWKINS. The Department of Defense regulations specify, and I know that it is a general matter, that reimbursement is required, as you discussed with Senator Cochran, when services are provided outside DOD. However, the Department also has the authority to waive that reimbursement and I want to know, do you have any information as to how often that happens that the Department has waived that charge, or do you regularly charge the other government entities for participation in the drug interdiction effort.

Dr. KORB. I think that our regulations conform to the extent that our lawyers tell us that we can to the Economy Act, where we have to seek reimbursement. In other words, it is not that we are trying to see how much we can get for these particular type of things. Our attitude essentially has been where must we do it according to the law, and I would say that that is the main parameter under which we operate, rather than the regulations. It is the law which I think the regulations call for, and in most cases all agencies that I know of have been involved in this right from the start.

I would say that the Secretary of Defense has really interpreted that law in such a way that it only does what really the law absolutely requires him to do.

EARLY DETECTION METHODS

Senator HAWKINS. Well, you are talking about economy, I would like you to look at the maps which we have up here and the Yucatan Passage between Mexico and Cuba, and the Windward Passage between the Bahamas and Cuba, are the two major entry points of mother ships in the Gulf, and in an effort to address that threat, I have proposed that these radar balloons be permanently placed over these passages. Now, consistent with your oath to protect intelligence methods and sources, and keeping in mind that it costs $3,500 an hour for an E-2C, and $7,000 an hour for AWACS, which has been very effective in Florida, and that a radar balloon can be stationed there for $400 an hour, I would like to know how important is early detection in the drug interdiction effort in your opinion?

Dr. KORB. Well, early detection obviously is very important. The earlier you detect it, the quicker that you can use your assets that you have. As you well know, we use similar facilities, a similar concept at Cujo Key where we have a radar balloon, which is land based to provide early protection, and that concept has worked well, and from what I can see here, you are talking about a similar concept which certainly would be well worth exploring.

Senator HAWKINS. Thank you, Dr. Korb. I really do appreciate your participating in this hearing. We learn so much at each one of these hearings in which you participate, and I really do appreciate the Secretary's enthusiastic support and your enthusiastic support and participation in this hearing.

Dr. KORB. Thank you very much.

TRANSFER OF P-3A AIRCRAFT TO CUSTOMS SERVICE

Senator COCHRAN. Dr. Korb, one final question here. DOD plans to transfer some P-3A aircraft to Customs. It is expensive to modify them and put on board the electronic equipment that is already in stock. What is the plan of the Department concerning that cost of transfer? Could you do that before you send them over to Customs or is Customs going to be able to afford to do that?

Dr. KORB. Well, we have urged Customs to seek appropriations from the Congress to provide for that.

Senator COCHRAN. Do you have a specific request that is a part of this year's submission?

Dr. KORB. No, I don't believe. We are evaluating the content right now by doing it, and I think if the concept works, I think we will come forward and request the whole additional package, because it costs about $4 million a plane to do.

SUBMITTED QUESTIONS

Senator COCHRAN. OK. There may be some other technical questions that we have but rather than burden the hearing at this point, with more technical questions about funding, the specific

weapons systems or equipment, I think that what we may do is reserve the right to submit those to you in writing and ask you to respond for the record.

Dr. KORB. I will be more than happy to do that.

[The following questions were not asked at the hearing, but were submitted to the Department for response subsequent to the hearing:]

QUESTIONS SUBMITTED BY SENATOR COCHRAN

AWACS

QUESTION: Dr. Korb, the Committee has been advised that the Air Force deploys its AWACS aircraft in support of the drug interdiction effort, but only in the daylight hours. Since most of the drug activity seems to occur at night, wouldn't it be more useful to deploy the AWACS during this time of the day?
ANSWER: There is very little meaningful training that can be derived from nighttime AWACS operations. For one thing, the types of aircraft that are exercised for intercept purposes do not train well in darkness, contributing to a high risk of accident. Secondly, the assessment of night risk, which has been carefully calculated, does not justify nighttime flights for any reason.

P-3A AIRCRAFT

QUESTION: What is the schedule for turning six P-3A aircraft over to the Customs Service from Department of Defense?
ANSWER: At the request of the Commissioner for Customs, the Honorable William Von Rabb, the loan of the P-3A aircraft will depend on a prototype test of a P-3A/F-15 radar configuration, which is now being prepared.

QUESTION: Will the cost of the aircraft be reimbursed to the Department of Defense?
ANSWER: Since the aircraft will be loaned to Customs, there will be no costs to the Department of Defense requiring reimbursement.

FLYING HOUR DATA FOR AIR FORCE

QUESTION: Flying hour data for the Air Force is unavailable. Can you give the committee some idea of how many flying hours in support of training are dedicated to the drug interdiction mission?
ANSWER: For the first six months of calendar year 1983, 523 hours of flying assistance were provided that met training requirements for the Air Force. The aircraft and hours can be tabulated as follows:

AIRCRAFT	HOURS
WC-130 (weather)	45
B-52	76
E-3 (AWACS)	157
UH-1 (helicopter)	245

UPDATE ON AIR FORCE PROGRAM

QUESTION: Dr. Korb, please give us an update on the Air Force program to establish ground based radars in the Bahamas.
ANSWER: The Air Force operates radar tracking sites as part of the Eastern Test Range in Grand Turk and on Grand Bahama Island.

Both sites have telemetry, radar and computers, as well as life-support systems such as mess halls and barracks. The Air Force will, in the near future, give up operations there with a possibility of some transfer of equipment to the FAA. There are no plans to make other equipment transfers from these sites to any other government agency.

TRIAL PROGRAM AT TYNDALL

QUESTION: Last Wednesday a trial program started at Tyndall Air Force Base to assign Customs personnel to operate from Air Force defense radar control facilities. Do you foresee expansion of this program to other regions?
ANSWER: The National Narcotics Border Interdiction System has established six regional centers: the current one at Miami, another in New Orleans -- covering the Southeast; and still others in New York, Chicago, El Paso, and Long Beach (California). The Tyndall Air Force Base center will handle air interception operations for Miami and the Gulf area coordinator in New Orleans. Air operations will also develop on the West Coast for which Air Force facilities will be used.

KEESLER AIR FORCE BASE

QUESTION: Air Force information papers submitted to the Committee indicate the WC-130 aircraft out of Keesler are used to support the South Florida Task Force. Will this coverage be expanded to the Gulf Coast?
ANSWER: The Department of Defense, to include the provision of WC-130 aircraft, will support any civilian law enforcement agency request for assistance anywhere, provided that such assistance does not conflict with its basic national security mission and impair military preparedness.

QUESTION: Aside from the WC-130 aircraft, are there any other Keesler Air Force Base assets used regularly in support of drug interdiction operations?
ANSWER: No; but let me add that virtually all military aircraft crews flying in or near strategically important trafficking areas are provided with profiles of suspicious vessel and aircraft targets if, say, Customs, Coast Guard, or Drug Enforcement Agency has an interest in the area. This is to say that no trafficking routes to the United States are without some form of periodic surveillance, especially where Department of Defense aircraft fly training or other operational missions.

QUESTION: Could you give the Committee a feel for the types of requests received by Keesler from federal, state and local drug enforcement agencies, and what the process is for routinely handling such requests?
ANSWER: At present, the WC-130 assistance is being provided in response to federal requests. But the Chief of Security Police and the Base Commander have excellent relations with the state and local officials and are directed to offer whatever assistance the law allows. I believe, at present, that the Base Commander is laying plans for a posse comitatus conference to be

hosted by Keesler that will bring in state and local law enforcement persons for a meeting on the types of assistance available from Defense and the procedures for requesting them. Presently, military law enforcement and military justice officials tend to monitor the resources and authority for their loan to civilian officials. Department of Defense guidance is in service regulation or other directive format and is widely disseminated to the field.

LEVEL OF PARTICIPATION

QUESTION: Dr. Korb, there are many other Army and Air Force installations in the State and the Gulf Coast region. Does the level of participation in drug interdiction programs vary by installation?
ANSWER: It depends on the service and the nature of the request. The AWACS assistance comes from Tinker Air Force Base in Oklahoma, and the UH-1N helicopter assistance now operative in the Bahamas came from England Air Force Base, Louisiana -- so there is much variance. The Army has not been tasked to assist in the Gulf region, but your own state National Guard is an old hand in assisting the Governor of Mississippi and its State Director of Public Safety in law enforcement operations.

QUESTION: Are there any plans to increase the utilization of some of the defense installations in the state to support drug interdiction missions?
ANSWER: Department of Defense will provide assistance from any source in response to requests which, by law, must be first made by an agency with jurisdiction to enforce the drug laws. But let me add that relations between military and civilian officials in the State of Mississippi are at a level where I am sure that military assistance would be provided to Mississippi authorities with a special note of enthusiasm.

CONCLUDING REMARKS

Senator COCHRAN. You have been very good to be here, and you clearly have helped us. We appreciate your cooperation and your participation in the hearing.

Dr. KORB. It is my pleasure, and as Senator Hawkins said, the Secretary of Defense is an enthusiastic supporter of the drug interdiction effort.

Senator COCHRAN. A very valuable ally in this war on drugs. Thank you very much, Dr. Korb. [Applause.]

DEPARTMENT OF TRANSPORTATION

U.S. Coast Guard

(Panel 4)

STATEMENT OF REAR ADM. WILLIAM H. STEWART, USCG

INTERDICTION EFFORTS OF COAST GUARD

Senator Cochran. Our next witnesses on panel 4 are Adm. William Stewart, commander of the 8th Coast Guard District and the Regional Coordinator of the National Narcotics Border interdiction System, the NNBIS System that has been described earlier, and James Shaver, the regional Commissioner of the U.S. Customs Service, and Bob Grimes, the Director of Patrol of the U.S. Customs Service. We welcome each of you to the hearing and extend our appreciation for your being here. Admiral Stewart, we have a statement from you. We are, of course, going to include all written statements in the record in their entirety and we invite you to proceed as you wish. Thank you for being here.

ACTIVITIES OF NNBIS

Admiral Stewart. Madam Chairman, Senator Cochran, I am Rear Adm. William H. Stewart, Regional Coordinator for the National Narcotics Border Interdiction System, gulf region. I assumed that collateral duty of regional coordinator for the NNBIS system on June 17 of this year. I certainly welcome the opportunity to discuss our interdiction effort with this subcommittee.

The gulf region NNBIS encompasses a very large water area, some 111,500 square miles of the Gulf of Mexico, the Yucatan Pass, and the Caribbean Sea, and includes the border areas of the States of Alabama, Louisiana, Mississippi, Texas, and part of the State of Florida. Manning of the New Orleans Center on a permanent basis has started. We currently have 10 people on board from Customs, Coast Guard, and Department of Defense, and I fully expect to be up to full strength soon. At that point people from each of the Federal agencies who have a role in drug interdiction plus State and local representatives will be actively engaged in a coordinated drug interdiction effort in the gulf region. The Drug Enforcement Administration, the Federal Bureau of Investigation, Immigration and Naturalization Service Border Patrol, U.S. Customs, the Coast Guard, Department of Defense, the intelligence community, New Orleans Police Department, and the State of Louisiana are all contributing in some manner.

MANPOWER SOURCES FOR MANNING NNBIS

The bulk of the manpower to man the Center is coming from Customs, the Coast Guard, and the Department of Defense. Facilities for the Operations, Information Center and the Intelligence Information Coordination Center are under construction on the 13th floor of the Hale Boggs Federal Building, and will be completed by September 1, and Madam Chairman and Senator Cochran, I believe that is a firm deadline. We will meet or exceed that deadline. The Center will be divided organizationally into three parts, the Operation Information Center or OIC, Intelligence Information Coordination Center, or IICC, and the Air Operations Section, AOS.

OPERATIONS OF THREE GROUPS WITHIN NNBIS

All three groups will report to a staff coordinator who in turn will report to me. The Operations Information Center will coordinate intelligence with resources and recommend action through the command and control element of the resource.

The Intelligence Information Coordination Center will look at the total intelligence picture for the area with information from all possible sources, and present to the OIC a picture of the criminal activity in the area.

The air operations section will vector and advise air resources of the location of air targets for further investigation.

To insure coordination with the organized crime drug enforcement task force set up last year under the agency of the Attorney General, a strong liaison link will be established with each regional task force coordinator. For example, one of the agency task force coordinators assigned to the regional drug task forces in this area will be advised of all cases we have in progress and will advise the NNBIS center of any cases in which an interdiction may arise. It will then be the region's responsibility to brief all noncore city task forces such as New Orleans or Mobile to keep local law enforcement agencies advised of our activities. I will be asking the Governors of the respective States to designate a contact point in the State agency responsible for drug enforcement. In Louisiana that person will probably work in the Center. In the other States, the person designated will likely remain in the home State. The State agents designated will also provide us with the State and local intelligence needed to round out the picture.

INFORMATION EXCHANGE WITHIN NNBIS

Information will be exchanged on a continual basis with both the other NNBIS regional centers, and with the EL Paso Intelligence Center, and EPIC's role in the intelligence will not decrease, but will increase as they coordinate the nationwide assessment.

They will provide the strategic information necessary to meet the changes in tactics by the opposition. The overall NNBIS effort nationwide is intended to fill a gap in the country's drug enforcement program. It, of course, will be coupled with the overseas, source country eradication program under the Department of State. The domestic eradication programs under the Drug Enforcement Administration in cooperation with the various States, and

domestic enforcement programs under DEA, and extensive research and education effort. The Attorney General's task force are aiming at the large organized traffickers in contraband drugs and their complete organizations and finance structures.

All of these programs are producing results, but by their nature most tend to be long-term efforts, and the full effect and benefits may not be realized right away. In the meantime, it is very clear that strong coordinated law enforcement action must be taken to interdict the flow of illegal drugs at or before the point at which they enter the country, and that's really the NNBIS mission, to stop the drugs at the border and to do it by making the maximum effective use of all of our national assets in a fully coordinated systematic approach to the problem.

We will make extensive use of our national intelligence community, and of our national defense resources, but with the same assurance that we will not adversely impact on our defense readiness.

I think the key is coordination, taking advantage of available assets without duplicating efforts between agencies and without leaving areas of interest uncovered.

I was delighted to hear General Berry's six points because I think they very accurately describe the NNBIS charge. It is not a small task, and will require extraordinary cooperation, not only across all the Federal civil law enforcement agencies, and the Defense Department's military services, but also across all of the State and local enforcement agencies, and their National Guards and Air National Guards. Working together, there is absolutely no doubt in my mind, Madam Chairman, that we can and will do it.

INTELLIGENCE OVERVIEW FROM GULF AREA

Now, to return briefly to the gulf area, the current intelligence overview for the region is as follows:

From December 1982 until May of this year, the Yucatan was the pass of choice of the smugglers for maritme efforts. Thirty-five percent of all mother ships seized during the period were seized in that area. Once in the gulf, the vessels proceeded to the southwest coast of Florida, the bayous of Louisiana, the coasts of Mississippi, Alabama, or the coast of Texas to offload. Aircraft used the gulf as a primary smuggling route. Once ashore, they proceed to land at airstrips in or north of the gulf States to refuel or offload.

In recent NNBIS operations we have successfully interdicted two aircraft with loads, a container from a commercial vessel and a barge load of marihuana, and most recently a shipment of cocaine. Even before NNBIS, we in the New Orleans area resognized the need for a coordinated effort and were constructing a small scale joint center in the Hale Boggs building. The larger effort now planned will significantly enhance our efforts to stem the tide. I think we will be able to work a lot smarter than we have in the past.

That concludes my prepared testimony, Madam Chairman, but I would like to comment on how pleased I am with the reaction and commitment of the participating agencies. The first DOD people have reported, members of the Air Force, Navy, and Marine Corps

are not only on board but are already on watch. The FBI and the DEA have each committed resources. My major concern right now is not lack of commitment but lack of space. The latter lack is being remedied by GSA as quickly as possible. they are being most cooperative.

Now, I will be happy to answer any questions you or the others may have.

Senator COCHRAN. Thank you, Admiral Stewart.

[The prepared statement of Admiral Stewart follows:]

PREPARED STATEMENT OF REAR ADM. WILLIAM H. STEWART, USCG

NATIONAL NARCOTICS BORDER INTERDICTION SYSTEM

Madam Chairman and members of the committee, I am Rear Admiral William H. Stewart, regional coordinator for the national narcotics border interdiction system gulf region. I assumed the collateral duty of regional coordinator for the NNBIS system on June 17 of this year. I welcome the opportunity to discuss our interdiction effort with this subcommittee.

NNBIS, as announced by the President on March 23 of this year, is a program designed to coordinate the Federal effort against the narcotics trafficker attempting to cross our borders by land, by sea, or in the air. We will use the general principles and the successful interdiction techniques developed in south Florida over the past 2 years. We have had some successes already and coordination between agencies continues at a high level.

The gulf region of NNBIS encompasses a large water area, 111,500 square miles of the Gulf of Mexico, Yucatan Pass, and Caribbean Sea. It includes the border areas of the States of Alabama, Louisiana, Mississippi, Texas, and part of the State of Florida.

Manning of the New Orleans center on a permanent basis has started. We currently have 10 people on board from Customs, Coast Guard, and Department of Defense. I expect we will be up to full strength soon. At that point, people from each of the Federal agencies who have a role in drug interdiction plus State and local representatives will be actively engaged in a coordinated drug interdiction effort in the gulf region. The Drug Enforcement Administration, Federal Bureau of Investigation, Immigration and Naturalization Service, Border Patrol, U.S. Customs, the Coast Guard, Department of Defense, the Intelligence Community, New Orleans Police Department and the State of Louisiana are all contributing in some manner. The bulk of the manpower is being provided by the Coast Guard, Customs, and the Department of Defense. Facilities for the Operations Information Center and the Intelligence Information Coordination Center are under construction on the 13th floor of the Hale Boggs Federal Building and will be completed by September 1.

The Center will be divided organizationally into three parts: Operations Information Center [OIC], Intelligence Information Coordination Center [IICC], and Air Operations Section [AOS]. All three groups will report to a staff coordinator, then to me. The Operations Information Center will coordinate intelligence with resources and recommend action to the command and control element of the resource. The Intelligence Information Coordination Center will look at the total intelligence picture for the area with information from all possible sources and present to the OIC a picture of the criminal activity in the area. The Air Operations Section will vector and advise air resources of the location of air targets for further investigation.

To insure coordination with the organized crime drug enforcement task forces set up last year, a strong liaison link will be established with each regional task force coordinator. For example, one of the agency task force coordinators, assigned to the regional drug task forces in this area will be advised of all cases we have in progress and will advise the NNBIS center of any cases in which an interdiction may arise. It will then be the region's responsibility to brief the noncore city task forces such as New Orleans or Mobile. To keep local law enforcement agencies advised of our activities, I will be asking Governors to designate a contact point in the State agency responsible for drug enforcement. In Louisiana that person will probably work in the center. In the other States, the person designated will likely remain in the home State. The State agents designated will also provide us with the State and local intelligence needed to round out the picture.

Information will be exchanged on a continual basis with both the other NNBIS regional centers and with the El Paso intelligence center. EPIC's role in intelligence

will not decrease, but will increase as they coordinate the nationwide assessment. They will provide the strategic information necessary to meet the changes in tactics by the opposition.

The overall NNBIS effort nationwide is intended to fill a gap in the country's drug enforcement program. Overseas, source country eradication programs under the Department of State are working to reduce the supply of contraband drugs at the source. Within the U.S. domestic eradication programs under DEA in cooperation with the various States are targeted on reducing homegrown marihuana and eliminating illegal chemical production of drugs suc as PCP. Domestic enforcement programs under DEA and extensive research and education efforts are working to reduce the demand for illicit drugs. The Attorney General's task forces are aiming at the large organized traffickers in contraband drugs and their complete organizations and finance structures.

All of these programs are producing results, but by their nature most tend to be long-term efforts and the full effect and benefits may not be realized right away. In the meantime, it is clear that strong, coordinated law enforcement action must be taken to interdict the flow of illegal drugs at or before the point at which they enter the country.

That's the NNBIS mission: To stop the drugs at the border and to do it by making the maximum effective use of all of our national assets in a fully coordinated, systematic approach to the problem.

We will make extensive use of our national intelligence community and of our national defense resources but with the assurance that we will not adversely impact on our defense readiness.

The key is coordination—taking advantage of available assets without duplicating efforts between agencies and without leaving areas of interest uncovered.

It is not a small task and will require extraordinary coorperation not only across all the Federal civil law enforcement agencies and the Defense Department's military services, but also across all the State and local enforcement agencies and their national guards and Air National Guards.

Working together, there is not doubt in my mind that we can and will do it.

To return to the Gulf Area, the current intelligence overview for the region is as follows:

From December 1982 until May of this year, the Yucatan was the "pass" of choice of the smugglers for maritime efforts; thirty five percent of all motherships seized during the period were seized in that area. Once in the gulf, the vessels may then proceed to the southwest coast of Florida, the Bayous of Louisiana, the coasts of Mississippi, Alabama, or the coast of Texas to offload. Aircraft use the Gulf as a primary smuggling route. Once ashore, they proceed to remote air strips in or north of the gulf States to refuel or offload.

In recent NNBIS operations we have successfully interdicted two aircraft with loads, a container from a commercial vessel, and a bargeload of marihuana. Even before NNBIS we in the New Orleans area recognized the need for a coordinated effort and were constructing a joint center on a smaller scale. The larger effort now planned will significantly enhance our efforts to stem the tide. We will be able to work a lot "smarter" than we have in the past.

That concludes my prepared testimony, Madam Chairman. I would like to comment on how pleased I am with the reaction and commitment of the participating agencies. The first DOD people have reported. Members of the Air Force, Navy, and Marine Corps are aboard and already on watch. The FBI and DEA have each committed an agent. My major concern right now is not lack of commitment, but lack of space. That latter lack is being remedied by GSA as quickly as possible. They are being most cooperative. I will be happy to answer any questions you or the others may have.

DEPARTMENT OF THE TREASURY

U.S. CUSTOMS SERVICE

STATEMENT OF JAMES SHAVER, REGIONAL COMMISSIONER, U.S. CUSTOMS SERVICE

JOINT EFFORTS TO COMBAT DRUG SMUGGLING

Senator COCHRAN. We will now hear from James Shaver, the regional Commissioner, U.S. Customs Service.

Mr. SHAVER. Thank you, Senator and welcome home, Senator Cochran, and Senator Hawkins, welcome to Mississippi. Before I begin my prepared testimony, I want to extend my sincere appreciation and thanks for all you have done to assist our efforts in combating drug smuggling. There is not one single Customs officer that does not feel better today because of what you have managed over the last 2 years, and I would be remiss if I did not thank you personally on their behalf. Were it not for your clout and influence with the administration, Senator Hawkins, and your ability to work with the President to mobilize Federal forces in your State; were it not for your tenacity, your willingness to spend countless extra hours, the south Florida task force headed by the Vice President would not have been as effective as it has been today.

With your able assistance, we believe that Customs, Coast Guard, DEA, APF, and other enforcement agencies have proven that we can make a difference with a unified Federal effort. With your assistance, we think we now have a concept that can be applied to other areas of the country. Consequently, we were not surprised that you were the guiding force to organize the Senate Drug Enforcement Caucus and share with other Members of the Senate the experience you had gained from the south Florida effort.

You realize, of course, the type of commitment that participating agencies made in your State would be impossible without assistance from other sources, and we can guess how quickly you must have contacted Senator Cochran to explore what help the Department of Defense might be able to offer.

INTENSIVE EFFORT TO REDUCE SMUGGLING

As the intensified effort for smugglers to move from Florida into other areas, such as Mississippi and further west, Senator Cochran, the relaxation of the posse comitatus statute and the anticipation of military assistance has given us the first hope in many years that we may finally begin to make a significant impact in the smuggler population.

Your leadership today is gratifying. We know we can count on you in the future as we have in the past.

On behalf of Commissioner von Raab, myself and the rest of the Customs Service, we want to thank you both for your continuing assistance and now for my prepared statement.

We in the south central region of Customs are aware that your subcommittee shares our concerns about drug smuggling. Your efforts on our behalf with posse comitatus and military assistance has been very gratifying and provided us with response capabilities that were previously unavailable. You are here to gain information firsthand on this area smuggling threat, and our ability to respond. It is my pleasure to give you a brief overview.

Mr. Grimes to my right will outline the national perspective in just a moment. At this point, if I can digress a minute, I would like to announce that Mr. Grimes has just been appointed as my successor, as regional Commissioner for the south central region, to be effective the first of the month.

I will be assuming a new post in Washington. He comes to us with a very long and good background in law enforcement on the local and on the Federal side, and he is certainly going to be an asset, and I think a commitment from the Commissioner of Customs that we are very serious about enforcement in the United States and more particularly in the south central region. Smuggling by air is regarded by Customs as the No. 1 enforcement threat affecting the gulf coast and the inland area of the south central region.

SMUGGLING ROUTES

As air smugglers are deterred from south Florida, they are moving up the Atlantic corridors as well as into my primary area of consideration, along the gulf coast. As smugglers come up through the Yucatan passage they are often rerouting to areas west of southern Florida. There is a marked increase in deep border intrusions, meaning suspects crossing the border and traveling hundreds of miles inland. This is evidenced by seizures we have made in Arkansas, Mississippi, Tennessee, and Georgia. The smugglers' traditional patterns are changing.

As an example during a recent air operation here, we had two successful air cases on June 17 our planes in connection with a special enforcement mission intercepted an aircraft over the gulf south of New Orleans. It flew into Childress, Tex., where we seized the aircraft along with 2,500 pounds of marihuana. On June 19, we made another interception over the gulf. We followed this aircraft into Jackson, Miss., where the pilot landed his aircraft. The pilot of the smuggled aircraft tried to escape and was blocked when a Blackhawk helicopter performed an enforcement stop. We seized 600 pounds of marihuana, the aircraft, and made two arrests. In every case where we stopped a smuggler aircraft using the Blackhawk helicopter we have been able to arrest the smuggler pilots on the scene.

In this region we have an air branch at New Orleans and a smaller unit at Pensacola with aircraft at both locations.

USE OF DOD AIRCRAFT

We are optimistically awaiting the loaned aircraft from the Department of Defense. This will give us the enhancement we feel is needed to our existing resources. The P-3 will supplement existing ground-based radar which includes FAA and military facilities and greatly enhance our capacity to respond to illegal border intrusions. Because we have had some success in air interdiction, we are beginning to see more air drops to awaiting vessels and more traffic was diverted to clandestine airstrips where they could offload and attempt to penetrate our borders by sea.

At present, smuggling by vessel is our second most active enforcement threat in the region. This four-State coastal area supports three significant industries: offshore oil, fishing, and shrimping. There are approximately 600 miles of shoreline, several thousand miles of waterways, and a greater number of offshore vessels capable of engaging in large-scale drug smuggling operation.

EXCHANGE/SELL PROGRAM

To meet this increased challenge, our region has been the first to take advantage of the new exchange/sell program which allows U.S. Customs to offer forfeited vessels and outmoded Customs vessels for sale or exchange to the public. We are in fact completing the final phase of such a sale where we sold a 110-foot oceangoing tug and purchased five pursuit surveillance vessels. We currently have six other vessels we are disposing of through this method, which will result in further increases in our maritime enforcement capabilities.

MARINE INTERDICTION PROGRAMS

We have also introduced a new marine module concept in Mobile to provide more effective marine interdiction for the gulf areas of west Florida, Alabama, and Mississippi. This concept will not only improve our waterborne capabilities but provide more and newer vessels. It will also provide a more stable platform from which to launch covert operations directed against the smuggling community at large.

An example of our cooperative interdiction efforts occurred on June 8, 1983, when we conducted a joint interdiction with U.S. Coast Guard, Drug Enforcement Administration, and the U.S. Navy. The Coast Guard provided Falcons and C-130's and the U.S. Navy flew P-3's to supplement our own aircraft to search for and locate a target en route from Colombia to the Louisiana coastal area. As a result of their combined efforts DEA and Customs patrol officers seized a tug *Norsk VII*, and barge with 49,000 pounds of marihuana.

SUCCESSFUL PROGRAMS OF CUSTOMS SERVICE

I have given you a few examples which typify the smuggling threat in the Gulf States, overall, from October 1982 through the end of June 1983. Customs officers in the south-central region have seized or assisted in the seizure of 796 pounds of cocaine, 86,751 pounds, that is nearly 44 tons of marihuana, 20 aircraft, 8 vehicles,

and 8 vessels, and made 33 arrests. We are combating both the marine and air smuggling threat by increasing our intelligence capabilities and enhancing our tactical interdiction efforts. The Customs Service has placed a high priority on developing improved tactical intelligence organizations in the field. Commissioner von Raab has ordered each regional commissioner and manager at headquarters to insure that the system is developed and implemented as swiftly as possible.

This will greatly enhance our ability to disseminate current intelligence in a number of areas, including narcotics interdiction to officers in the field.

The south-central region in conjunction with other Customs regions has developed both intelligence analysis units and field liaison units. We have implemented several initiatives to gather and coordinate intelligence which is shared with other Customs elements and related agencies.

We are proud of what we are doing to interdict drug smugglers, even though we are not as well equipped as we would ideally like to be. A lot of the credit must go to the motivation and dedication of our Customs officers.

POSSE COMITATUS STATUTE

One of the greatest tools ever offered these men and women was the work of the Congress to clarify the posse comitatus statute permitting military assistance in our efforts. The Defense Department has been especially supportive as well. Here in the south-central region we have had assistance from the Navy E-2C Hawkeys used to spot low-flying aircraft and the Marine OV-105 which are used then as tracker aircraft. This assistance has been invaluable and for the record I want to thank you and Secretary Weinberger for your work in making this equipment available to us.

We look forward to participating in the Vice President's nationwide border interdiction strategy and assure you and your members that this challenge will be met with our best efforts. This is, of course, a very general overview of the smuggling situation in the Gulf States, and I will be happy to answer any questions you might have.

Mr. COCHRAN. Thank you very much, sir.

[The prepared statement of James Shaver follows:]

PREPARED STATEMENT OF JAMES SHAVER
REGIONAL COMMISSIONER
SOUTH CENTRAL CUSTOMS REGION (NEW ORLEANS)

Mr. Chairman, Members of the Senate Appropriations Subcommittee on Defense and Members of the Senate Drug Enforcement Caucus:

We in New Orleans are aware that your Subcommittee shares our concerns about drug smuggling. Your efforts on our behalf with posse comitatus and military assistance have been very gratifying and provided us with response capabilities that were previously unavailable.

You are here to gain information first hand on this area's smuggling threat and our ability to respond. It is my pleasure to give you a brief overview.

Mr. Grimes has outlined the national drug smuggling threat and Customs ability to respond. I would like to summarize the smuggling threat here in the South Central states, and outline some of the tactics and resources we have available to combat threats.

Smuggling by air is regarded by Customs as the Number One enforcement threat affecting the Gulf coast and the inland area of the South Central Region.

As air smugglers are deterred from south Florida, they are moving up the Atlantic corridors as well as into my primary area of consideration along the Gulf Coast. As

smugglers come up through the Yucatan passage, they are often "re-routing" to areas west of southern Florida. There is a marked increase in "deep" border intrusions, meaning suspects crossing the border and traveling hundreds of miles inland. This is evidenced by seizures we have made in Arkansas, Tennessee, and Georgia. The smuggler's traditional patterns are changing.

As an example, during a recent air operation here, we had two successful air cases. On June 17, our planes, in connection with a special enforcement mission, intercepted an aircraft over the Gulf, south of New Orleans. It flew into Childress, Texas, where we seized the aircraft along with 2,500 pounds of marijuana.

On June 19, we made another interception over the Gulf. We followed this aircraft into Jackson, Mississippi, where the pilot landed his aircraft. The pilot of the smuggler aircraft tried to escape and was blocked when the Black Hawk helicopter performed an enforcement stop. We seized 600 pounds of marijuana, the aircraft, and made two arrests. In every case where we stopped a smuggler aircraft using the Black Hawk helicopter, we have been able to arrest the smuggler pilots on the scene.

In this Region, we have an air branch at New Orleans and a smaller unit at Pensacola with aircraft at both locations. We are optimistically awaiting the loaned aircraft from the Department of Defense. This will give us the enhancements we feel are needed to our existing resources. The P-3 will supplement existing ground-based radar, which includes FAA and

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military facilities, and greatly enhance our capacity to respond to illegal border intrusions.

Smuggling by vessel is our second most active enforcement threat in this Region. This four state coastal area supports three significant industries - offshore oil, fishing and shrimping. There are approximately 600 miles of shoreline, several thousand miles of waterways and a great number of offshore vessels capable of engaging in large scale drug smuggling operations.

We have introduced a new marine module concept in Mobile to provide more effective marine interdiction for the Gulf areas of west Florida, Alabama and Mississippi. This concept will not only improve our waterborne capabilities by providing more and newer vessels, it will also provide a more stable platform from which to launch covert operations directed against the smuggling community at large.

An example of our cooperative interdiction efforts occurred on June 8, 1983, when we conducted a joint interdiction with U.S. Coast Guard, Drug Enforcement Administration, and the U.S. Navy. The Coast Guard provided Falcons and C-130s, and the U.S. Navy flew P-3s to supplement our own aircraft to search for and locate a tug and barge enroute from Columbia to the Louisiana coastal area. As a result of their combined efforts, DEA and Customs Patrol Officers seized the tug, NORSK VII, and barge with 49,000 pounds of marijuana.

Mr. Chairman, I have given you a few examples which typify the smuggling threat in the Gulf states.

Overall, from October, 1982, through the end of June, 1983, Customs offices in the South Central Region have seized or assisted in the seizure: 796 pounds of cocaine, 86,751 pounds (that is nearly 44 tons) of marijuana, 20 aircraft, 8 vehicles, 8 vessels, and made 33 arrests.

We are combating both the marine and air smuggling threat by increasing our intelligence capabilities and enhancing our tactical interdiction efforts. The Customs Service has placed a high priority on developing improved tactical intelligence organizations in the field. Commissioner von Raab has ordered each Regional Commissioner and managers at Headquarters to ensure that this system is developed and implemented as swiftly as possible. This will greatly enhance our ability to disseminate current intelligence in a number of areas, including narcotics interdiction, to officers in the field.

The South Central Region, in conjunction with other Customs Regions, has developed both Intelligence Analysis Units and Field Liaison Units. We have implemented several initiatives coordinated in intelligence which are shared and with other Customs elements and related agencies.

We are proud of what we are doing to interdict drug smugglers, even though we are not as well equipped as we would ideally like to be. A lot of credit must go to the motivation and dedication of our Patrol officers.

One of the greatest tools ever offered these men and women was the work of Congress to clarify the posse comitatus statute permitting military assistance in our efforts. The

Defense Department has been especially supportive as well. Here in the South Central Region we have had assistance from the Navy E-2C Hawkeyes which are used to spot low-flying aircraft, and marine OV-105 which are used as tracker aircraft.

This assistance has been invaluable and, for the record, I want to thank you and Secretary Weinberger for your work in making this equipment available to us.

We look forward to participating in the Vice President's nation-wide border interdiction strategy, and assure you and your members that this challenge will be met with our best efforts.

Mr. Chairman, this is, of course, a very general overview of the smuggling situation in the Gulf states' areas. At this points, I welcome your questions.

OFFICE OF PATROL

STATEMENT OF J. ROBERT GRIMES, DIRECTOR, OFFICE OF PATROL

THREATS TO DRUG INTERDICTION PROGRAM

Senator COCHRAN. Mr. Grimes.

Mr. GRIMES. Thank your very much. Senator Cochran and Senator Hawkins, I too want to thank you for your support and assure you that the Customs Service morale has never been higher, and I attribute it to that support. Along with that, the dedication of our Service to carry out the mission. The gulf and South Atlantic coasts continue to be primarily entry points for smuggling of narcotics and drugs. Our intelligence analysts predict that in the calendar year 1983, 79 percent of the cocaine, 31 percent of the hashish, and 87 percent of marihuana will be introduced in the United States through the shoreline between Brownsville, Tex., and Norfolk, Va. Specific predictions are that 20 percent of the cocaine and 12 percent of the marihuana will be smuggled into the Customs south-central region coast in the area, comprising most of Louisiana, a portion of the Florida Panhandle, and all of Mississippi, Alabama, Arkansas, and Tennessee.

In trying to cope with this serious problem, Madam Chairman, I would like to point out that we face a combined threat which confronts us from the air and sea, in other regions on land borders.

AIR SMUGGLING

We at Customs are determined to meet this broad threat and combat drug smuggling to the very best of our ability. One area that receives a lot of attention and a great deal of publicity is the threat we face in the air from smugglers who are bringing cocaine, marihuana and methaqualones into the country via private aircraft. Our tactics in combatting this type of smuggling generally speaking are as follows:

Whenever and wherever possible, we try to identify target aircraft via the use of radar. This includes FAA radar, Customs manned radars and military manned radars, such as Seek Skyhook, a tethered balloon located in Cudjoe Key, Fla. In Mississippi, we utilize the approach radar at Gulfport. The detection data provided by Gulfport is used along with data from other approach and long range radars. Our utilization of AWACS type aircraft from the Navy, Air Force, and Marine Corps enables us to identify and track smuggler aircraft which are attempting to penetrate our borders.

Typically, once a suspect aircraft has been identified by radar, we will then launch a Customs operated aircraft in an attempt to intercept and track the aircraft.

Once intercepted, our Customs plane will track the aircraft to its destination, which is often a remote air strip located somewhere in the southern part of the country. Our pilots will follow the aircraft many times at night with lights out, and attempt whenever possible to land behind him where he is making his clandestine landing. We will also attempt to put a second aircraft on the ground imme-

diately behind the smuggler, and if possible to have helicopters available to land and assist in making arrests.

In making this presentation I am often asked if we ever shot them down. That is not the policy of the Customs Service yet [laughter]. We envision the acquisition from the military of additional highly sophisticated interceptor or tracking aircraft which will be radar and FLIR equipped, for use in smuggler aircraft detection. It is estimated that approximately 97,000 pounds of cocaine will enter the United States in 1983, or about 40 tons. Of this amount 40,000 or about 41 percent of the total cocaine entering will be smuggled by private aircraft. Obviously, there is a large smuggler population. We have yet to stop or deter them.

MARINE SMUGGLING THREAT

Madam Chairman, we also face the marine smuggling threat, particularly in the southern part of our country. We are primarily faced with smugglers who are bringing in large quantities of marihuana into the country. In Colombia, the marihuana is laden on large mother ships which make their way back to the U.S. offshore waters. In these offshore waters, the marihuana is then transferred to several smaller sporting vessels or high speed recreational boats and brought into numerous landing sites, such as bayous, inlets, and canals, located along our coastline.

Our strategy in combating this type of smuggling consists primarily of employing unmarked large pleasure craft which are manned by Customs personnel at strategic points off of our coast. These larger vessels are equipped with sophisticated radar and serve as platforms to identify sea traffic which is coming in along the coast.

We try to separate out the coastline traffic from the traffic which is clearly coming from foreign waters, and that is our most difficult task, the sorting out of these particular boats.

Madam Chairman, the marihuana trade has become so lucarative that the smugglers are able to purchase and operate top of the line vessels equipped with the latest and most sophisticated communication and navigational gear. Occasionally upon forfeiture to the Government, we are able to utilize such seized equipment. However, the seizure, forfeiture, and litigation processes are so lengthy that frequently forfeiture of equipment is by that time unsuitable for enforcement use.

SMUGGLING ON COMMERCIAL CARRIERS

So far I have primarily discussed our tactical enforcement posture for combating smuggling by private aircraft and vessels. I would also like to mention the other areas in which Customs officers must deal with smuggling. Significant amounts of cocaine, heroin, especially heroin, hashish or oil, and some marihuana are smuggled into the United States through international airports. Likewise, cocoaine and some heroin and other drugs arrive in our seaports having been secreted presumably by crew members and generally in legitimate commercial carriers.

Our inspectors and other enforcement officers must contend with smuggling on aircraft and vessels, their cargo, and of course, the

multitudes of passengers. I would like to note that when we do seize narcotics and make arrests, we also attempt to seize any assets that we can link to the narcotics smuggler, vessels, aircraft, vehicles, monetary instrument, and personal property. In the early fiscal year 1982 Customs responded to the dramatic influx of smuggling in the South Atlantic and gulf coast by permanently transferring 102 Customs patrol officers from northern locations to the southeast and south-central regions. Soon thereafter, we redeployed 256 Customs officers to the South Florida Task Force. During a 14-month period, the task force which was a combined effort of Federal and State enforcement agencies resulted in the following:

288 cocaine seizures totalling nearly 4,200 pounds. 500 marihuana seizures totalling nearly 1.5 million pounds. 157,000 dosage units of methaqualone. The seizure of 69 vehicles, 23 aircraft, and 154 vessels.

The South Florida Task Force was an experiment that unquestionably worked. The spirit of cooperation has continued in the working relationships among the various law enforcement agencies. The National Narcotics Border Interdiction System is a manifestation of multiagency cooperation in controlling the flow of drugs. New Orleans is one of the six NNBIS Centers strategically located in the United States. Three of these centers are administered by Customs and three by the Coast Guard. As the admiral stated, we are now staffing that to the Coast Guard and other agencies and we look to a very successful effort.

The fortunate side of our south Florida effort was that it unquestionable disrupted the drug smuggling effort in the United States. The unfortunate side of it is that it has caused a displacement and we feel that that displacement is primarily coming in this direction.

Madam Chairman, I would like to conclude by emphasizing that during the last several years, Customs has utilized selectively, mobility and flexibility in developing an aggressive antismuggling campaign.

I hope these remarks have been helpful in understanding the smuggling threat and the Customs Service's efforts to counter this threat.

[The prepared statement of N. Robert Grimes follows:]

PREPARED STATEMENT OF J. ROBERT GRIMES
DIRECTOR
OFFICE OF PATROL

MR. CHAIRMAN, MEMBERS OF THE SENATE APPROPRIATIONS SUBCOMMITTEE ON DEFENSE AND MEMBERS OF THE SENATE DRUG ENFORCEMENT CAUCUS:

THE GULF AND SOUTH ATLANTIC COASTS CONTINUE TO BE PRIMARY ENTRY POINTS FOR SMUGGLING OF NARCOTICS AND DRUGS. OUR INTELLIGENCE ANALYSTS PREDICT THAT IN CALENDAR YEAR 1983, 79 PERCENT OF THE COCAINE, 31 PERCENT OF THE HASHISH, AND 87 PERCENT OF THE MARIJUANA INTRODUCED INTO THE UNITED STATES WILL PENETRATE OUR SHORELINE BETWEEN BROWNSVILLE, TEXAS AND NORFOLK, VIRGINIA. SPECIFIC PREDICTIONS ARE THAT 20 PERCENT OF THE COCAINE AND 12 PERCENT OF MARIJUANA WILL BE SMUGGLED INTO THE CUSTOMS SOUTH CENTRAL REGION - COMPRISING MOST OF LOUISIANA, A PORTION OF THE FLORIDA PANHANDLE, AND ALL OF MISSISSIPPI, ALABAMA, ARKANSAS AND TENNESSEE.

IN TRYING TO COPE WITH THIS SERIOUS PROBLEM, MR. CHAIRMAN, I WOULD LIKE TO POINT OUT THAT WE FACE A COMBINED THREAT WHICH CONFRONTS US FROM THE AIR AND SEA, AND, IN OTHER REGIONS, ON LAND BORDERS. WE AT CUSTOMS ARE DETERMINED TO MEET THIS BROAD THREAT AND COMBAT DRUG SMUGGLING TO THE VERY BEST OF OUR ABILITIES. AT THIS TIME, IT MIGHT BE HELPFUL IF I WERE TO OUTLINE AND DISCUSS THE NATURE OF THE SMUGGLING THREAT AND PROVIDE INFORMATION ON HOW WE ARE MEETING THE VARIOUS DIMENSIONS OF NARCOTICS TRAFFICKING.

MR. CHAIRMAN, ONE AREA THAT HAS RECEIVED A LOT OF ATTENTION AND A GREAT DEAL OF PUBLICITY IS THE THREAT WE FACE IN THE AIR FROM SMUGGLERS WHO ARE BRINGING COCAINE, MARIJUANA AND METHAQUALONES INTO THE COUNTRY VIA PRIVATE AIRCRAFT. OUR TACTICS IN COMBATTING THIS TYPE OF SMUGGLING, GENERALLY SPEAKING, ARE AS FOLLOWS:

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- Whenever and wherever possible, we try to identify target aircraft via the use of radar. This includes FAA radars, Customs manned radars and military manned radars, such as the Seek Skyhook, a tethered balloon located in Cudjoe Key, Florida. In Mississippi, we utilize the approach radar at Gulfport. The detection data provided by Gulfport is used along with data from other approach and long-range radars. Our utilization of AWACs type aircraft from the Navy, Air Force, and Marine Corps enables us to identify and track smuggler aircraft which are attempting to penetrate our borders.

- Typically, once a suspect aircraft has been identified via radar, We will then launch a Customs operated aircraft in an attempt to intercept and track the aircraft. Once intercepted, our Customs plane will track the aircraft to its destination, which is often a remote airstrip located somewhere in the southern part of the country. Our pilots will follow aircraft, many times at night with lights out, and attempt, whenever possible, to land behind him where he is making his clandestine landing. We also attempt to put a second aircraft on the ground immediately behind the smugglers and, if possible, to have helicopters available to land and assist in making arrests.

order to track smuggler aircraft we have some Customs planes ich are equipped with sophisticated fighter radar which enable r aircraft to intercept smuggler aircraft more easily. Some of r aircraft are also equipped with FLIR, which is a forward oking infrared device which helps us track the aircraft sually during hours of darkness. Currently, our air branches d units in the Southeast and Gulf areas are located at Miami, cksonville, Tampa, Pensacola, New Orleans and Houston.

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be enormously successful as it moves from local jurisdiction to local jurisdiction.

This project will continue indefinitely, so long as the local agencies desire for this team to continue their operation in moving from municipality to municipality throughout the Southern District of Mississippi.

IV. FAA, Radar "Watch" Program

Several members agencies of the LECC have contributed manpower to this radar watch program for training in the FAA tower at the Gulfport-Biloxi Regional Airport radar facility. This intermittent watch program allows us to spot check what we believe to be suspected air activity coming into our area from the south and thereby make long range plans for specific enforcement operations concerning air smuggling.

The Law Enforcement Coordinating Committee has developed several other projects in the area of drug enforcement. I believe that the committee has certainly been an asset to law enforcement in the Southern District of Mississippi and we will continue our push in the area of narcotics enforcement to the very best of our ability.

Our district is in the Houston region of the President's new Task Force on Drugs. Our task force is operational with three FBI agents, one DEA agent, one Customs agent, one IRS agent, one Assistant U.S. Attorney and one clerk. This new concentrated effort has already proven to be extremely successful in our area and we believe that the task force operation will ultimately put a significant dent into the smuggling and trafficking problems as they exist in the Southern District of Mississippi. This new manpower is dedicated solely to major narcotics cases and our personnel assigned to the Task Force are all experienced agents and attorneys that have the expertise to develop these kinds of cases.

I certainly could go on for hours and hours discussing our efforts in drug enforcement in the Southern District of

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WE ARE ACTIVELY PURSUING NEW METHODS FOR MEETING THE CHALLENGES IN INTERDICTING NARCOTICS. CUSTOMS INITIATED AMENDMENTS TO 19 CFR, PART 6, EXPANDING THE SPECIAL REPORTING REQUIREMENTS FOR GENERAL AVIATION AIRCRAFT ENTERING THE UNITED STATES VIA THE MEXICAN, GULF AND ATLANTIC COAST BORDERS. WE WORKED WITH FAA IN CHANGING THE AIR DEFENSE REGULATIONS TO REQUIRE ALL PRIVATE AIRCRAFT FLYING AROUND FLORIDA TO BE ON A FILED FLIGHT PLAN AND BE IDENTIFIED. THESE ACTIONS, AND THE INCREASE OF INFORMATION SUBSEQUENTLY GENERATED, HAVE IMPROVED THE CUSTOMS OFFICER'S CAPABILITY TO SCREEN AND IDENTIFY THE ILLEGAL TARGET FROM THE LEGITIMATE PRIVATE FLYER.

MR. CHAIRMAN, WE ALSO FACE A MARINE SMUGGLING THREAT PARTICULARLY IN THE SOUTHERN PART OF OUR COUNTRY. THERE WE ARE PRIMARILY FACED WITH SMUGGLERS WHO ARE BRINGING IN LARGE QUANTITIES OF MARIJUANA INTO THE COUNTRY. IN COLOMBIA THE MARIJUANA IS LADEN ON LARGE MOTHERSHIPS WHICH MAKE THEIR WAY BACK TO U.S. OFFSHORE WATERS; IN THESE OFFSHORE WATERS, THE MARIJUANA IS THEN TRANSFERED TO SEVERAL SMALLER SPORTING VESSELS OR HIGH SPEED RECREATIONAL BOATS AND BROUGHT IN TO NUMEROUS LANDING SITES, SUCH AS BAYOUS, INLETS AND CANALS LOCATED ALONG OUR COASTLINE.

OUR STRATEGY IN COMBATTING THIS TYPE OF SMUGGLING CONSISTS PRIMARILY OF EMPLOYING UNMARKED LARGE PLEASURE CRAFT WHICH ARE MANNED BY CUSTOMS PERSONNNEL AT STRATEGIC POINTS OFF OUR COASTS. THESE LARGER VESSELS ARE EQUIPPED WITH SOPHISTICATED RADAR AND SERVE AS PLATFORMS TO IDENTIFY SEA TRAFFIC WHICH IS COMING IN ALONG THE COAST. WE TRY TO SEPARATE OUT THE COASTLINE TRAFFIC FROM THE TRAFFIC WHICH IS CLEARLY COMING FROM FOREIGN WATERS.

USED IN CONJUNCTION WITH THESE RADAR PLATFORM VESSELS, WE HAVE UNMARKED HIGH SPEED PURSUIT VESSELS WHICH WILL PATROL THE NEARBY AREA AND WHEN A SUSPECT VESSEL IS EITHER IDENTIFIED VIA RADAR OR VISUALLY, WILL ATTEMPT TO INTERCEPT THE VESSEL AND BOARD AND

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SEARCH IT. WE NORMALLY CONCENTRATE OUR MARINE RESOURCES, AGAIN, IN THE HIGH SMUGGLING THREAT AREAS, AND WE VARY THE LOCATION AND HOURS DURING WHICH OUR MARINE OFFICERS ARE ON CUSTOMS VESSELS. IN THE SOUTH CENTRAL REGION, WE HAVE CUSTOMS VESSELS STATIONED IN PENSACOLA, PANAMA CITY, MOBILE, GULFPORT, NEW ORLEANS, MORGAN CITY AND LAFAYETTE.

MR. CHAIRMAN, THE MARIJUANA TRADE HAS BECOME SO LUCRATIVE THAT THE SMUGGLERS ARE ABLE TO PURCHASE AND OPERATE TOP-OF-THE-LINE VESSELS EQUIPPED WITH THE LATEST AND MOST SOPHISTICATED COMMUNICATION AND NAVIGATIONAL GEAR. OCCASIONALLY, UPON FORFEITURE TO THE GOVERNMENT, WE ARE ABLE TO UTILIZE SUCH SEIZED EQUIPMENT. HOWEVER, THE SEIZURE, FORFEITURE AND LITIGATION PROCESSES ARE SO LENGTHY THAT FREQUENTLY FORFEITED EQUIPMENT IS BY THAT TIME UNSUITABLE FOR ENFORCEMENT USE.

ALSO IN THE MARINE AREA, WE ARE EXPLORING OTHER TACTICAL METHODS, INCLUDING RAPID DEPLOYMENT PROCEDURES WHEREBY WE MIGHT BE ABLE TO DEPLOY WITHIN A SHORT TIME FRAME INCREASED NUMBERS OF MARINE PATROL UNITS INTO AN AREA. AN EXAMPLE OF SUCH A CAPABILITY WOULD BE THE QUICK DEPLOYMENT OF AN EXPANDED MARINE PATROL IN THE GULF OR ON THE WEST COAST TO MEET A SURGE IN SMUGGLING TRAFFIC.

WE ARE ALSO CONDUCTING SOME SPECIAL TESTS RIGHT NOW ON A COMPREHENSIVE MARINE DETECTION AND INTERCEPTION SYSTEM. IN ANY EVENT, MR. CHAIRMAN, THE THREAT WE FACE IN THE MARINE AREA HAS BECOME A PRIORITY IN OUR ENFORCEMENT EFFORTS.

SO FAR I HAVE PRIMARILY DISCUSSED OUR TACTICAL ENFORCEMENT POSTURE FOR COMBATTING SMUGGLING BY PRIVATE AIRCRAFT AND VESSELS. I WOULD ALSO LIKE TO MENTION OTHER AREAS IN WHICH OUR CUSTOMS OFFICERS MUST DEAL WITH SMUGGLING. SIGNIFICANT AMOUNTS OF COCAINE, HEROIN--ESPECIALLY HEROIN--HASH OIL AND SOME MARIJUANA ARE SMUGGLED INTO THE UNITED STATES THROUGH

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INTERNATIONAL AIRPORTS. LIKEWISE COCAINE AND SOME HEROIN AND OTHER DRUGS ARRIVE IN OUR SEAPORTS, HAVING BEEN SECRETED PRESUMARLY BY CREW MEMBERS IN GENERALLY LEGITIMATE COMMERCIAL CARRIERS. OUR INSPECTORS AND OTHER ENFORCEMENT OFFICERS MUST CONTEND WITH SMUGGLING ON AIRCRAFT AND VESSELS, THEIR CARGO, AND, OF COURSE, THE MULTITUDES OF PASSENGERS.

AS A RESPONSE TO SMUGGLING IN CARGO, WE HAVE CREATED SPECIAL CONTRABAND ENFORCEMENT TEAMS (C.E.T.) COMPRISED OF SPECIALLY TRAINED INSPECTORS, WHOSE SPECIFIC MISSION IS TO SEARCH ARRIVING CARGO AND CARRIERS FOR CONTRABAND. THE USE OF DETECTOR DOGS CONTINUES TO BE PRODUCTIVE IN LOCATING DRUGS AT AIRPORTS, SEAPORTS AND ALSO AT LAND BORDER CROSSINGS.

I WOULD LIKE TO NOTE THAT WHEN WE DO SEIZE NARCOTICS AND MAKE ARRESTS WE AND ALSO ATTEMPT TO SEIZE ANY ASSETS THAT WE CAN LINK TO THE NARCOTICS SMUGGLER--VESSELS, AIRCRAFT, VEHICLES, MONETARY INSTRUMENTS, AND REAL PROPERTY.

IN EARLY FISCAL YEAR 1982, CUSTOMS RESPONDED TO THE DRAMATIC INFLUX OF SMUGGLING IN THE SOUTH ATLANTIC AND GULF COAST BY PERMANENTLY TRANSFERRING 102 CUSTOMS PATROL OFFICERS FROM NORTHERN LOCATIONS TO THE SOUTHEAST AND SOUTH CENTRAL REGIONS. SOON THEREAFTER, WE REDEPLOYED 256 CUSTOMS OFFICERS TO THE SOUTH FLORIDA TASK FORCE. DURING A FOURTEEN MONTH PERIOD, THE TASK FORCE WHICH WAS A COMBINED EFFORT OF FEDERAL AND STATE ENFORCEMENT AGENCIES, RESULTED IN THE FOLLOWING:

288 COCAINE SEIZURES TOTALING NEARLY 4,200 POUNDS
500 MARIJUANA SEIZURES TOTALING NEARLY 1.5 MILLION POUNDS
8 METHAQUALONE SEIZURES TOTALING 157,000 DOSAGE UNITS
1,292 ARRESTS
THE SEIZURE OF 69 VEHICLES, 23 AIRCRAFT, AND 154 VESSELS

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THE SOUTH FLORIDA TASK FORCE WAS AN EXPERIMENT THAT UNQUESTIONARLY WORKED. THE SPIRIT OF COOPERATION HAS CONTINUED IN THE WORKING RELATIONSHIPS AMONG THE VARIOUS LAW ENFORCEMENT AGENCIES. THE NATIONAL NARCOTICS BORDER INTERDICTION SYSTEM (NNBIS) IS A MANIFESTIATION OF THIS MULTI-AGENCY COOPERATION IN CONTROLLING THE FLOW OF DRUGS. NEW ORLEANS IS ONE OF THE SIX NNBIS CENTERS STRATEGICALLY LOCATED IN THE UNITED STATES. THREE OF THESE CENTERS ARE ADMINISTERED BY CUSTOMS AND THREE BY THE COAST GUARD. THROUGH THE USE OF OUR REGIONAL RESOURCES, CUSTOMS DIRECTLY SUPORTS NNBIS ON A DAILY BASIS. ANTI-SMUGGLING EFFORTS CAN BE INTENSIFIED IN A GIVEN AREA BY IMPLEMENTATION OF SPECIAL OPERATIONS.

MR. CHAIRMAN, I WOULD LIKE TO CONCLUDE BY EMPHASIZING THAT DURING THE LAST SEVERAL YEARS CUSTOMS HAS UTILIZED SELECTIVTY, MORILITY, AND FLEXIBILITY IN DEVELOPING AN AGGRESSIVE ANTI-SMUGGLING CAMPAIGN. I HOPE THESE REMARKS HAVE BEEN HELPFUL IN UNDERSTANDING THE SMUGGLING THREAT AND THE CUSTOMS SERIVE EFFORTS TO COUNTER THIS THREAT.

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USE OF BALLOON SYSTEM FOR DETECTION

Senator COCHRAN. Thank you very much, Mr. Grimes.

Senator HAWKINS. I do regret that I cannot stay and ask you gentlemen the questions that I have left over. I do want to thank all three of you gentlemen here for the tremendous job that you have done for not only Florida but the whole United States. Admiral Stewart, two balloon systems such as you have provided in Florida to aid in the detection of drug smuggling and earlier testimony shows that these balloons are very cost effective as compared to the AWACS detection method. Are there any choke points that the mother ships must pass on their way to the United States?

Admiral STEWART. Madam Chairman, there are several choke points, and I would like to devote my comments into that southeast area, which of course, are the Windward Passage and the Yucatan, which is an area that I indicated in my previous testimony, and it is the Yucatan that gives us the most problem along the gulf coast.

Senator HAWKINS. How are they protected now?

Admiral STEWART. By Coast Guard cutters that are on patrol, on a continual basis, and by some air surveillance based on whether or not those cutters are aircraft capable, which most of them are, and an occasional aircraft from either Customs Service, DOD, or the drug enforcement agencies.

WINDWARD PASSAGE RADAR COVERAGE

Senator HAWKINS. Can the Windward Passage radar coverage be avoided by skilled smuggling pilots?

Admiral STEWART. I would have to answer that yes. Any radar coverage can be avoided by skilled pilots who have knowledge of the shortcomings of any particular radar system. However, I would defer to Admiral Thompson in that regard, Madam Chairman, because that is his territory.

USE OF BALLOON RADAR

Senator HAWKINS. OK. I can ask him, and perhaps he will be able to answer the next question, too. I understand that Customs has contractors. Could that existing state-of-the-art radar set be used on small balloons? Do any of you know what the status of this effort is?

Mr. SHAVER. We have two ethered balloon radars. One is deployed now and the other one is going to be deployed.

Senator HAWKINS. The one that is going to be deployed, the small one that is used in the small balloon, do you know how that is coming?

Mr. SHAVER. That is a research and development project, the status of which I really don't know. I will be glad to get that for you.

Senator HAWKINS. Thank you. Do you know if this type of balloon operation has ever been done for the use of balloons with the boats?

Mr. GRIMES. We have not used the radar of this type other than the Cudjoe Key that we now use, but that is not attached to a boat. That is attached to a fixed point.

Senator HAWKINS. What are the operational aspects of the system? Can it see ships and aircraft?

Mr. SHAVER. Primarily it is a ship search radar, and it can see approximately 40 miles. That's my understanding.

Senator HAWKINS. I think it is vital that the utility of the ship moored Skyhook be explored and I would like to request that the Coast Guard and the U.S. Customs Service work together to review the detection value in the utilization of the Skyhook in the Yucatan and the Windward Passages, and provide that to the committee.

Mr. SHAVER. Yes, Ma'am.

FORFEITURE OF SMUGGLER'S SHIPS AND AIRCRAFT

Senator HAWKINS. Someone mentioned, I believe, you, Mr. Grimes, that great delay between the time that we seize the ships and the airplanes and when forfeiture is finally obtained, and therefore they lose a lot of their value. Can we do anything to speed up that?

Mr. GRIMES. We introduced legislation last year and to the best of my memory the way it was filed it specifically raised the forfeiture limits to $100,000 which would then reduce the amount of time. Unfortunately for other reasons, this legislation was vetoed and we now still have the lengthy period of time for this procedure to be carried out

Senator HAWKINS. What length of time is that?

Mr. GRIMES. It runs anywhere from 1 year to 18 months in most cases, and sometimes because of the courts procedure, even longer.

Senator HAWKINS. I saw where you were faulted in the media in the last week or two because you didn't sell the assets faster, but my understanding is that that is not your fault.

Mr. GIMES. Well, it is a legal process that we must go through, and the amount of time that is involved obviously, the vessel is sitting in salt water or a plane sitting out, and unless they are properly preserved, and there is a limited amount of resources for that, they really do deteriorate.

AIR SMUGGLING IN MISSISSIPPI

Senator HAWKINS. I would like to see that that gets passed in some form and not vetoed. I think both Mr. Shaver and Mr. Grimes testified that the State of Mississippi is subject to air smuggling, No. 1, and I would like to know anything that you think Congress can do to address the air smuggling problem to help you.

Mr. SHAVER. Well, I think the action that you have already taken with regard to Posse Comitatus and the support from the NNBIS structure, the cooperation that we are getting from the FAA and State and local agencies is starting to work. So I have reason to think that we have taken a big step in our behalf there and I can see no turf battles that ought to prohibit us from working together.

USE OF IRS AGENTS

Senator HAWKINS. We have worked beautifully in Florida, Admiral. Do you have an IRS agent involved in this yet?

Admiral STEWART. No, Ma'am, but I have a very close working relationship with Mr. Jack Chivotero who is the Regional Director of the Internal Revenue Service and Mr. Chivotero received information subsequent to the completion of the actual interdiction. Under NNBIS, Mr. Chivotero received information and we are proceeding with that.

Senator HAWKINS. I think we should pursue that and if they need additional agents as we obtained in Florida to station in the banks for a while, if nothing else, and it also makes the community very nervous about accepting any illegal money. I really appreciate your being team players and helping us solve this almost unsolvable problem. I am really impressed with the great strides that we have made in the last 2 years and we have a long way to go, but through the cooperation of everyone, we are going to win this war.

Senator COCHRAN. Thank you very much for being here.

Senator HAWKINS. I also have to be in Miami today, Orlando tomorrow, and Washington on Monday. That's the weekend of a Senator, right?

Senator COCHRAN. Right. This is Saturday. This must be Biloxi.

Senator HAWKINS. Thank you. [Applause.]

EXPERIENCE GAINED FROM DETERMINING SMUGGLER'S MO'S

Senator COCHRAN. There was one statement that one of the witnesses we have heard from made about the different types of planes, boats and other assets that are operating in the south central region, which has had the greatest threat after Florida. How do these assets compare with those in south Florida? You have heard about the south Florida task force experience, under the leadership of Senator Hawkins, that they put together an effective program. Can you help us identify now for the entire gulf region, and Admiral Stewart, I guess this is an appropriate question for you, how we are going to be able to translate that experience into an effective team effort throughout the Gulf region.

Admiral STEWART. Sir, there are several ways that we plan to do that, and here I am testifying in my NNBIS hat, if I may do that.

Senator COCHRAN. Right, I think that is the role that you should be testifying in, yes.

Admiral STEWART. First, I have created a board of directors, if you will, which is comprised of senior people in each of the contributing agencies. In addition, I have conducted some liaison with Governor Treen in the State of Louisiana and he has committed Col. Bo Garrison to act as liaison for all of the State at the State level, and Superintendent Morris of the New Orleans Police Department has generously agreed to serve on the board of directors, and also to act as a conduit for State and local authorities at the parish, city and county level throughout the States of the region, and in addition, in the latter part of this month, the 26th or 27th, to be specific, I will have the board of directors visit Miami, and be briefed in depth on their operations. I have already been there, sir, and seen their operations in depth, and also I have been to El Paso

and conducted some liaison with my counterpart to the west in El Paso.

I think we will be able to. If not, we intend to, profit by the lessons that have already been learned the hard way in Florida. I think our knowledge of their operations will be of tremendous benefit. It will give us a leg up and it will save us an awful lot of start-up time.

In addition to that, I would observe that both Customs Service and the Coast Guard have people who have been assigned to the South Florida Task Force, and worked there extensively, during the 2 years that they have been in operation, and they are seed money, if you will, for the NNBIS operation in the gulf region, and a number of them are already on duty.

So we are avoiding some of the startup problems that Admiral Thompson and his people had down in south Florida.

Senator COCHRAN. I was pleased to hear earlier the testimony of Sidney Berry that the State intends to be an enthusiastic participant in this effort. I think by making available to Governors, heads of public safety commissions and bureaus, information about the fact this has been done, that we are now organizing, and that we will be looking for and expecting the cooperation of local and State governments, and law enforcement agencies, this would go a long way to dispell some notions that may still exist that we need to start from scratch. A tremendous amount of work has been done these last 2 years, and we have seen great strides made in intergovernmental cooperation. The dedication of resources, both military and civilian, and financial resources from the Federal Government that have never before been made available to local agencies are now being made available, so that we are seeing, I think, some very aggressive leadership in this area, displayed by the administration and by the Congress. This word has been, I guess, slow to get out into the country, but the South Florida Task Force, of course, has gotten an awful lot of national publicity, as well it should. It has really been an amazing feat that's been accomplished there.

Senator Hawkins was showing me a moment ago a National Geographic map which defines the Miami area as a location for illicit drug traffic, and it sort of irritated her [laughter]. That's a new map and they hadn't heard it either. That's been changed a little bit.

MILITARY ASSISTANCE TO LOCAL LAW ENFORCEMENT AUTHORITIES

Let me ask you this. I asked local law enforcement representatives if they had any need or felt the need to contact the military to ask for military assistance. Will your office, Admiral Stewart, be making available to local law enforcement agencies information about procedures to use to get in touch with Federal and other kinds of resources that they may need?

Admiral STEWART. Yes, we will, Senator. Those requests for resources fall broadly in two categories. The first of these would be a resource which does not concern a border interdiction narcotics type of case, and there is an established way for us to refer that type of a request directly to the Pentagon for direct access to DOD resources for another kind of law enforcement problem.

Now, with respect to a narcotics border interdiction problem, I shall see that the Gulf Regional Center will act as sort of a clearinghouse and we will get the information on what the appropriate local law enforcement officer may feel that he needs. We will then contact the agencies, because I will have an inventory of resources available to me that will describe the assets available from all of the contributing agencies in the Gulf region, and then I will refer that request to the particular agency owning those resources and connect them directly to the law enforcement officer concerned, and I have every hope, although we have not received any requests in the very brief time that the Gulf region has been in full operation, I have every hope that that will serve the purpose.

Senator COCHRAN. I think it is just a matter of communication and education, conveying information to the State and local law enforcement agencies of the availability of this service and this new structure that has been put into place. I appreciate very much your participating in the hearing, your being here and available to the committee. You have made a very important contribution to the effort.

SUBMITTED QUESTIONS

There are a number of questions which the staff and subcommittee will submit to you for a more detailed response for the record. We will ask that you respond to them in writing.

Admiral STEWART. We will be happy to do so, Senator.

Senator COCHRAN. Thank you.

[The following questions were not asked at the hearing, but were submitted to the Department for response subsequent to the hearing:]

QUESTIONS SUBMITTED BY SENATOR COCHRAN

EXCHANGE/SALE PROVISIONS

Question. To what extent has the Customs Service Marine Program taken advantage of the "exchange/sale" provisions of the Federal procurement regulations?

Answer. The Customs Marine Program has in service nine vessels acquired through exchange procedures. These vessels include a sportfisherman, four high-performance boats, and four smallers runabouts. Negotiations for one more high-performance boat and another runabout have been completed, but the boats have not yet been delivered. The South Central Region has completed negotiations for procurement of five interceptor type boats which should soon be delivered and deployed in the New Orleans and Mobile districts. These boats are being purchased with funds from the sale of a larger boat last year. Utilization of "exchange/sale" provisions has helped us to upgrade our fleet of vessels. Prior to these recent acquisitions, the majority of our vessels had been forfeited to the Government. Traditionally, forfeited vessels have varied greatly in condition and suitablility for our purposes. These "exchange/sale" provisions have provided us with some flexibility in acquiring those vessels more appropriate for our mission in specific locations. It should be emphasized that although we have been sucessful in obtaining new or refurbished vessels through these procedures, these vessels have all been relatively small and not of the larger, offshore type which we use as radar and communication platforms. In the near future, we hope to be able to sell or exchange several smaller boats and obtain one new larger vessel.

Deterioration of Seized Equipment

Question. As a result of a GAO study, there has been much publicity and criticism of the deterioration of seized equipment while in the custody of the Government. Do you have any comments regarding this criticism?

Answer. While we do have the authority and responsibility to seize conveyances used in violation of Federal laws, we have never had funds appropriated for the maintenance and upkeep of the such seized equipment—primarily vessels, aircraft, and vehicles. While we do regret this deterioration, we have neither the manpower nor the funds to prevent the natural deterioration process. I must point out that in some instances in which our officers have identified vessels suitable for our enforcement purposes, these officers have taken time to "pickle" or preserve the engines so that they should start after having been stored for lengthy periods.

Last year legislation was introduced that would have provided somewhat of a remedy to this problem. Specifically there was a provision to raise the administrative forfeiture limit to $100,000 and to an unlimited amount if the conveyance was involved in narcotics smuggling. Had this legislation been enacted, we believe it would have substantially reduced the lengthy amounts of time required for disposition of seized property. There was also a provision which would have established a revolving fund which would permit the Government to sell seized property and then use those funds to maintain other seized property.

[Note.—This legislation was vetoed by the President because it contained language establishing a Federal Cabinet-level drug "tzar".]

Earmarking of Seized and Forfeited Property

Question. What happens to seized and forfeited property not retained for official Government use?

Answer. Property not retained by the Customs Service for official use is referred to the General Services Administration for screening for other Federal agency use. Any equipment not requested for any Federal agency is then sold at public auction with the proceeds going to the Treasury general fund. I would like to point out that many of the boats we currently operate have been forfeited to us, and also we are now acquiring equipment through "exchange/sale". I would like to propose that funds accruing from the sale of forfeited property seized in narcotics trafficking be earmarked for the purchase of equipment for the Customs enforcement of narcotics laws. This would provide us with a pool of money to buy equipment at least comparable to that which the smugglers are using. Also, if a portion of these funds could be targeted for maintenance and operation of these vessels, we would have a much more effective enforcement presence without having to ask for an increase in appropriated funds.

Alternate Choice of Area for Smugglers

Question. Customs increased enforcement posture in South Florida appears to have had an effect on the air smuggling problem in that area. As smugglers are deterred from Florida, what seems to be their next choice of entry?

Answer. To areas north and west of Florida. The gulf coast seems to be where the threat is growing most rapidly.

Air Smuggling Threat

Question. What is Customs response to this increased air smuggling threat in the gulf coast area?

Answer. We are carefully reviewing the extent of the threat and are responding by special enforcement operations in cooperation with the Vice Presidents National Narcotics Border Interdiction System [NNBIS]; also, through the temporary relocation of Customs aircraft and personal during these operations.

Air Smuggling in Mississippi

Question. To what extent is the State of Mississippi subject to air smuggling?

Answer. Since only a small portion of the gulf coast lies within Mississippi, the threat to border crossings is not particularly severe. However, as air smugglers try new ways to attempt to enter, this situation could change. We will be watching this closely.

Congressional Action in Air Smuggling Problem

Question. What can the Congress do to address the air smuggling problem.

Answer. There are a number of legislative efforts pending in Congress which, if enacted, could greatly enhance our ability to stem smuggling. These include increasing the arrest authority for Customs officers, imposing more stringent penalties on pilots engaged in illegal transport of narcotics by aircraft, and imposing penalties on aircraft owners who permit the use of their aircraft for such activities.

Effect of Supreme Court Decision on Boarding Procedures

Question. There was a recent Supreme Court ruling which upheld the Constitutionality of the Customs officer boarding authority on a waterway other than what was strictly interpreted as Customs waters. Does this have any immediate effect on your operating procedures?

Answer. We were indeed gratified to have such a favorable decision supportive of our boarding authority. Since our Customs officers do have such unique and broad boarding and search authorities, there are always parties seeking the abrogation of that authority. I must emphasize that there are miles and miles of shorelines along bayous, inlets, and coastal waterways where Customs has virtually no marine enforcement presence. An intensive review of intelligence along with several special operations could indicate those remote locations where permanent deployments of additional marine resources are warranted. However, at this time, we are pleased that the Court has ruled that our broad authority is clear—because for us the threat is also clear.

DEPARTMENT OF JUSTICE

DRUG ENFORCEMENT ADMINISTRATION

(Panel 4)

STATEMENT OF ROBERT BRYDEN, DRUG ENFORCEMENT ADMINISTRATION, SPECIAL AGENT IN CHARGE OF GULF COAST STATES

ROLE OF DEA IN DRUG INTERDICTION PROBLEMS

Senator COCHRAN. We have one final panel before we adjourn composed of Robert Bryden, special agent in charge of the Gulf Coast States, for the Drug Enforcement Administration, and George Phillips, U.S. attorney for the southern district of Mississippi. Welcome. You all have been very patient, if you have been here all day long, since 9 o'clock this morning, and it is almost time for a seventh-inning stretch again to get the kinks out. Please proceed. Bob Bryden, why don't you start. Each of you make your statement and then we will have an opportunity for some questions.

Mr. BRYDEN. I am pleased to have the opportunity to appear before this committee to discuss the role of the Drug Enforcement Administration in the interdiction of illegal drugs along the gulf coast.

The U.S. Customs Service and the U.S. Coast Guard are the primary Federal agencies tasked with interdiction of narcotics. DEA provides those agencies with intelligence from both our domestic and overseas offices. DEA is responsible for the followup of investigations of seizures made by these agencies. DEA's New Orleans divisional offices area of jurisdiction includes four Southern States: Louisiana, Mississippi, Alabama, and Arkansas. All except Arkansas have coastlines on the northern Gulf of Mexico. The district encompasses an area of 200,952 square miles and has a population in excess of 12 million. There are a total of 671 airports within the district and it is estimated that an additional 150 landing strips could be used by small aircraft. There are six deep water ports capable of loading ships, including New Orleans, which has surpassed New York as the largest port in the United States in gross tonnage.

DESCRIPTION OF WATER ACTIVITIES IN LOUISIANA

The State of Louisiana has over 600 miles of jagged, irregular coastline highly conducive to maritime smuggling. This coastal area, largely unpopulated, has always been considered a haven for smugglers, having been used in the late 1700's and early 1800's by the infamous pirate, Jean Lafitte.

Louisiana's attraction for smuggling is due not only to the vast, mostly unpatrolled waterways, but also the presence of hundreds of

vessels engaged in maritime activities. These activities include shipping, servicing offshore oil rigs, and fishing for shrimp, oysters, and various species of fish. Since Louisiana's topography is flat, coastal plains, the highest point in the State being approximately 535 feet, it contains a relatively large inland water area of 3,595 square miles.

MISSISSIPPI AND ALABAMA

Mississippi and Alabama are equally attractive to narcotics smuggling. Mississippi has deep water ports in Gulfport and Pascagoula capable of handling large cargo vessels and numerous banana boats from South America. A chain of uninhabited barrier islands off the coast of Mississippi has been utilized on numerous occasions to facilitate smuggling. Although only a relatively minor portion of Alabama's boundary is accessible by water, over 100 miles of shoreline are available to the maritime smuggler, mostly on Mobile Bay.

ARKANSAS

Although Arkansas is not as attractive for air smugglers as the previously mentioned states, due to its distance from the coast, several instances of marihuana smuggling have been reported. Arkansas has limited access for maritime smuggling through the Mississippi River which forms the eastern boundary of the State; because much of the New Orleans division's jurisdiction encompasses Gulf Coast States, a large percentage of the drug removals or seizures involving multiton quantities of marihuana and multipound quantities of cocaine.

COCAINE SMUGGLING

Examination of seizure statistics for the past 2 years reveals increased cocaine smuggling and increaseed use of aircraft in smuggling ventures. Cocaine seizures have increased from a total of 30 pounds in calendar year 1981 to 1,560 pounds in 1982. Included in the calendar year 1982 figure are 1,197 pounds of cocaine seized in cattle feedbags from a Convair 880 in New Iberia, La., on May 18, 1982. Intelligence indicates that as much as 1,900 pounds of cocaine were successfully airdropped from a Lockheed Lodestar before it crashed on a pipeline right of way in northeast Mississippi. This year 742 pounds of cocaine was seized from a private aircraft which landed in Dothan, Ala.

The influx of cocaine is not confined to aircraft alone. In October 1981 the vessel *Andoria* was seized in New Orleans with 96 pounds of cocaine along with 22,000 pounds of marihuana. In September 1982 77 pounds of cocaine were seized in Kenner, La. Marihuana seizures in this division have declined significantly from 340,659 pounds in calendar year 1981 to a little over 100,000 pounds in calendar year 1982.

Included in the larger figure are 40,000 pounds seized from the vessel *Carabella Negra* off the coast of Mississippi in August 1982. This drop in marihuana seizures may reflect the decreased smuggling of vessels in this area for a certain period of time.

INCREASE IN MARITIME SMUGGLING OF MARIHUANA

Unfortunately the apparent downward trend in maritime marihuana smuggling may be reversing. In January 1983, the 85-foot shrimper, *Captain Kurt,* was seized at Grand Isle, La. with 15 tons of marihuana. The same smuggling group was in the final stages of attempting to smuggle about 500 pounds of cocaine into Louisiana by air. Subsequent investigation by the Drug Enforcement Administration revealed that the organization had attemped to smuggle 30,000 pounds of marihuana in September 1982 that was also seized by the Coast Guard in the southern Gulf of Mexico. The organization has successfully smuggled over 700 pounds of cocaine into Louisiana by aircraft prior to their arrest in January of this year.

Again in June of this year an oceangoing tug and a 200-foot barge was seized in Lafayette, La., with apparently 40,000 pounds of marihuana.

There are signs of improvement. Total arrests for the first quarter of 1983 are up 86 percent from a similar period in 1982. The first quarter of this year alone we have made 25 arrests of class 1 violators compared with 55 for all of 1982. Class 1 is the designation, as you know, given to the highest level of violator in the drug organization—those responsible for masterminding, arranging and financing these major smuggling ventures. Most of these arrests were the result of cooperative investigations with the State and local law enforcement agencies in this area.

Increasing use of continuing criminal enterprise statutes and asset forfeiture laws are effectively neutralizing major violators who previously would have continued their smuggling enterprise. These successes were possible with the cooperative efforts of many of the agencies represented here today. I know we all appreciate your interest and demonstrated concern about drug interdiction efforts along the gulf coast, and I would be pleased to answer any questions.

Senator COCHRAN. Thank you very much, Mr. Bryden.

[The prepared statement of Robert A. Bryden follows:]

Statement

of

Robert A. Bryden
Special Agent-In-Charge
New Orleans Field Division

Drug Enforcement Administration
U.S. Department of Justice

I am pleased to have the opportunity to appear before this committee to discuss the role of the Drug Enforcement Administration in the interdiction of illegal drugs along the Gulf Coast.

The United States Customs Service and the U.S. Coast Guard are the primary federal agencies tasked with interdiction of narcotics. DEA provides those agencies with intelligence from both our domestic and overseas offices. DEA is responsible for the follow-up investigations of seizures made by these agencies. DEA's New Orleans Divisional Office's area of jurisdiction includes four southern states: Louisiana, Mississippi, Alabama, and Arkansas. All except Arkansas have coast lines on the northern Gulf of Mexico. The District encompasses an area of 200,952 square miles and has a population of 12,144,000. There are a total of 671 airports within the District and it is estimated that an additional 150 landing strips could be used by small aircraft. There are six deep water ports capable of loading ships, including New Orleans which has surpassed New York as the largest port in the United States in gross tonnage.

The state of Louisiana has over 600 miles of jagged, irregular

coastline highly conducive to maritime smuggling. This coastal area, largely unpopulated, has always been considered a haven for smugglers, having been used in the late 1700's and early 1800's by the infamous pirate, Jean Lafitte.

Louisiana's attraction for smuggling is due not only to the vast, mostly unpatrolled waterways, but also the presence of hundreds of vessels engaged in maritime activities. These activities include shipping, servicing offshore oil rigs, and fishing for shrimp, oysters, and menhaden. Since Louisiana's topography is flat, coastal plains (the highest point in the state is 535 feet), it contains a relatively large inland water area of 3,593 square miles.

Mississippi and Alabama are equally attractive to narcotics smugglers. Mississippi has deep water ports in Gulfport and Pascagoula capable of handling large cargo vessels and numerous banana boats from South America. A chain of uninhabited barrier islands off the coast of Mississippi have been utilized on numerous occasions to facilitate smuggling. Although only a relatively minor portion of Alabama's boundary is accessible by water, over 100 miles of shoreline are available to the maritime smuggler, mostly on Mobile Bay.

Although Arkansas is not as attractive for air smugglers as the previously mentioned states due to its distance from the coast, several instances of marijuana smuggling have been reported. Arkansas has limited access for maritime smuggling through the Mississippi River which form the eastern boundary of the state.

Because much of the New Orleans Division's jurisdiction encompasses Gulf Coast states, a large percentage of the drug removals are

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seizures involving multi-ton quantities of marijuana and multi-pound quantities of cocaine. Examination of seizure statistics for the past two years reveals increased cocaine smuggling, and increased use of aircraft in smuggling ventures. Cocaine seizures have increased from a total of 30 pounds in CY 1981 to 1560 pounds in CY 1982. Included in the CY 1982 figure are 1197 pounds of cocaine seized in cattle feed bags from a Convair 880 in New Iberia, LA on May 18, 1982. Intelligence indicates that as much as 1900 pounds of cocaine were successfully air-dropped from a Lockheed Lodestar before it crashed on a pipeline right-of-way in Northeast Mississippi. This year 742 pounds of cocaine were seized from a private aircraft which landed in Dothan, Alabama.

The influx of cocaine is not confined to aircraft alone. In October 1981, the vessel ANDORIA was seized in New Orleans with 96 pounds of cocaine, along with 22,000 pounds of marijuana. In September 1982, 77 pounds of cocaine was seized in Kenner, LA.

Marijuana seizures in this Division have declined significantly from 340,659 pounds in CY 1981 to a little over 100,000 pounds in CY 1982. Included in the latter figure are 40,000 pounds seized from the Carabella Negra off the coast of Mississippi in August 1982. This drop in marijuana seizures may reflect the decreased smuggling of vessels in this area for a certain period of time. Unfortunately, the apparent downward trend in maritime marijuana smuggling may be reversing. In January of 1983, the 85 foot shrimper Captain Kurt was seized at Grand Isle, Louisiana, with 15 tons of marijuana. The same smuggling group was in the final stages of attempting to smuggle about 500 pounds of cocaine into Louisiana by air. Subsequent investigation by the Drug Enforcement Administration revealed that the organization had attempted to

smuggle 30,000 pounds of marijuana in September of 1982, that was also seized by the Coast Guard in the southern Gulf of Mexico. The organization had successfully smuggled over 700 pounds of cocaine into Louisiana by aircraft prior to their arrests in January of this year. Again in June of this year an ocean-going tug and a 200 foot barge were seized in Lafayette, with approximately 40,000 pounds of marijuana.

There are signs of improvement. Total arrests for the first quarter of 1983 are up 86% from a similar period in 1982. In the first quarter of this year alone, we have made 25 arrests of Class I violators, compared with 55 for all of 1982. Class I is the designation given to the highest level of violator in a drug organization - those responsible for masterminding, arranging, and financing these major smuggling ventures. Most of these arrests were the result of cooperative investigations with the State and local enforcement agencies.

Increasing use of Continuing Criminal Enterprise statutes and asset forfeiture laws are effectively neutralizing major violators who previously would have continued their smuggling enterprise. These successes were possible with the cooperative efforts of many of the agencies represented here today. I know we all appreciate your interest and demonstrated concern about drug interdiction efforts along the Gulf Coast.

Thank you.

NONDEPARTMENTAL WITNESSES

U.S. Attorney, Southern District of Mississippi

STATEMENT OF GEORGE PHILLIPS, U.S. ATTORNEY, SOUTHERN DISTRICT OF MISSISSIPPI

LAW ENFORCEMENT EFFORTS ALONG GULF COAST

Senator Cochran. Mr. Phillips.

Mr. Phillips. Thank you, Senator Cochran, Senator Hawkins, the Defense Appropriations Subcommittee, and the Drug Enforcement Caucus. I thank you for the opportunity to be here today and allowing me to report to you generally on the law enforcement efforts, investigations, and prosecutions of major drug cases along the gulf coast area.

I am indeed very pleased to see such interest from the U.S. Senate in the long and tiring effort of combating illegal drug trafficking in this area of the country.

Drug smuggling has indeed become the single-most significant area of law enforcement along the Mississippi gulf coast. The officers that you have heard from previously today, as well as scores of others, work day and night and put their very lives on the line to combat the ever-growing number of cases that we are developing in the drug enforcement area.

It is to these ladies and gentlemen that I would like first to tip my hat, and say that we in the prosecution area of law enforcement, and I hope the citizens of this State and country, realize the great sacrifices that they make on a daily basis, to protect us all from the criminal element engaged in the illicit trafficking of narcotics.

Let me, just for a moment, offer a brief overview of the cooperative effort established in the southern district of Mississippi, and then present a very general description of the activities of the new drug task force, and its operation in south Mississippi.

LAW ENFORCEMENT COORDINATING COMMITTEE

Early in this administration, the Attorney General of the United States directed every U.S. attorney to establish a Law Enforcement Coordinating Committee, we refer to LECC, comprised of the heads of the Federal law enforcement agencies in the districts as well as representatives from State and local law enforcement agencies.

Initially the Law Enforcement Coordinating Committee or LECC was to meet to establish law enforcement priorities for each district and to develop strategies for law enforcement in each of these priority areas, as well as to enhance liaison between law enforcement agencies in each district. Narcotics and drug enforcement was established as the No. 1 priority in the southern district of Mississip-

pi as well as in 90 or 91 of the other 92 Federal districts across the country. The second priority area was established as white-collar crime and public corruption. The LECC in our district has been extremely active and extremely productive in forming cooperative efforts to combat narcotics smuggling. Several major projects have been established by the LECC and I would like to briefly outline to you those projects.

ESTABLISHED PROJECTS

First is the LECC narcotics school for street level officers. The LECC with the help of the FBI, DEA, and U.S. Customs, the U.S. attorney's office, the State attorney general's office, the Mississippi Bureau of Narcotics, and Mississippi Highway Patrol sponsored a school in Gulfport for approximately 80 officers in the area of drug enforcement. This school is designed to give the street level officers basic training and exposure to the identification of narcotics and domestic production of marihuana, and investigative techniques as well as an update on the current state of the law in applicable areas, such as search and seizure.

This school is extremely successful and we intend to continue this project across the district with at least four more schools similar to the one held here in Gulfport.

Second, within the State is the LECC State District Law Enforcement Agency. This program was started by the LECC in order to promote liaison activities between Federal, State, and local agencies and to let State and local offices know what services might be available from Federal law enforcement agencies in the southern district of Mississippi.

I, along with the local special agents in charge, or supervisors of all Federal law enforcement agencies, set up and attend meetings with the State district attorneys and their offices, and have invited all heads of State and local law enforcement agencies within the State or district to attend.

Several of these meetings have been held to date and we intend to complete this series of meetings within the next 12 months. Thereafter, we intend to begin the rotation among State court districts so that we can continue our liaison activities with each other.

Third, State and local undercover operations. This project was adopted by the LECC as part of our drug program to keep applying pressure at all level of drug trafficking in the southern district of Mississippi. Five municipalities each contributed one man to this undercover operation which is then coordinated by the LECC. This five-man undercover team will move from municipality to municipality and operate for 60 to 90 days approximately at each location. The DEA, U.S. attorneys office, the Mississippi Bureau of Narcotics, Mississippi Highway Patrol, and the Regional Organized Crime Information Center is coordinating an oversight agency for the actual operation of the undercover program. State field representative for ROCIC, Mr. Bill Smith, is serving as coordinator of the project for the LECC.

Five municipal police departments are currently involved with actual agents participating on a full-time basis. It is anticipated that other municipalities will become involved as the project con-

tinues, and we rotate agents in and out of the operation. The primary goal of the program is to keep pressure applied at the street level on narcotics traffic. The LECC also felt that it would be an excellent way to gather intelligence information to benefit all law enforcement agencies in the southern district as well as to develop a new, more widespread informer base. This program actually became operational on May 16, 1983, and several undercover cases have already been made by the team.

We certainly anticipate that this program will be enormously successful as it moves from jurisdiction to jurisdiction. This project will continue indefinitely so long as the local agent's desire for this team to continue in operation, in moving from municipality to municipality throughout the southren district.

FAA RADAR WATCH PROGRAM

Fourth, an FAA radar watch program. Several member agencies of the LECC have contributed manpower to this radar watch program for training in the FAA tower at the Gulfport-Biloxi regional airport radar facility. This intermittent watch program allows us to spot check what we believe to be suspected air activity coming into our area and thereby make long range plans for specific enforcement operations concerning airplanes. The Law Enforcement Coordinating Committee has developed several other projects in the area of drug enforcement. I believe that the committee has certainly been an asset to law enforcement in the southern district of Mississippi, and we will continue our push in the area of narcotics endorcement to the very best of our ability.

Our district is in the Houston region of the President's new drug task force. Our task force is operational with three FBI agents, one DEA agent, one Customs agent, one IRS agent, one assistant U.S. attorney, and one clerk. This new concentrated effort has already proven to be extremely successful in our area. We believe that the task force operation will ultimately put a significant dent into the smuggling and trafficking problem that exists in the southern district of Mississippi. This new manpower is dedicated solely to major narcotics cases and our personnel assigned to the task force are all experienced agents and attorneys that have the expertise to develop these kinds of cases.

I certainly could go on for hours and hours discussing our drug enforcement in the southern district of Mississippi but I will at this time close with these remarks.

I will be pleased to make myself available for questioning, Senator, as long as you may wish. Thank you very much once again for allowing us this opportunity and I think I speak for all law enforcement when I say thank you for bringing law enforcement problems to the attention of the U.S. Congress and to the attention of the citizens in this area, and the State, and this country.

Senator Cochran and Senator Hawkins, we certainly appreciate your efforts to assist the law enforcement efforts and we pledge to you our continued efforts to combat the problem here in south Mississippi. Thank you very much.

[The prepared statement of George Phillips follows:]

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PREPARED STATEMENT OF GEORGE PHILLIPS

U.S. ATTORNEY

SOUTHERN DISTRICT OF MISSISSIPPI

Senators Hawkins, Cochran and members of the Subcommittee and Senate Drug Caucus:

I thank you for the opportunity of being here today and allowing me to report to you generally on the law enforcement effort in investigations and prosecutions in major drug cases along the Gulf coast area. I am indeed very pleased to see such interest from the United States Senate in the long and tiring effort of combatting illegal drug trafficking in this area of the country. Drug smuggling has indeed become the single most significant area of law enforcement along the Mississippi Gulf coast. The officers that you have heard from previously today, as well as scores of others, work day and night and put their lives on the line to combat the ever growing number of cases that we are developing in the drug enforcement area. It is to these ladies and gentlemen that I would like to first tip my hat and say that we in the prosecution area of law enforcement, and I hope the citizens of this State and this Country, realize the great sacrifice that they make on a daily basis to protect us all from the criminal element engaged in the illicit trafficking of narcotics.

Let me just for a moment offer a brief overview of the cooperative effort established in the Southern District of Mississippi and then present a very general description of the activities of the new drug task force and its operation in South Mississippi. Early in this administration, the Attorney General of the United States directed every United States Attorney to establish a Law Enforcement Coordinating Committee (LECC) comprised of the heads of the federal law enforcement agencies in

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the district as well as representatives from state and local law enforcement. Initially, the Law Enforcement Coordinating Committee (LECC) was to meet to establish law enforcement priorities for each District and to develop strategies for enforcement in each of these priority areas, as well as to enhance liaison between law enforcement agencies in each district. Narcotics and drug enforcement was established as the number one priority in the Southern District of Mississippi, as well as in ninety-one of the other ninety-two federal districts across the country. The second priority area was established as White Collar Crime and Public Corruption. The LECC in our district has been extremely active and extremely productive in forming cooperative efforts to combat narcotics trafficking. Several major projects have been established by the LECC and I would like to just briefly outline a few of those projects.

I. LECC Narcotics School for Street Level Officers

The LECC with the help of the FBI, DEA, U.S. Customs, U.S. Attorney's office, the State Attorney General's office, Mississippi Bureau of Narcotics, and the Mississippi Highway Patrol sponsored a school in Gulfport for approximately eighty officers in the area of drug enforcement. This school is designed to give street level officers basic training and exposure to the identification of narcotics and domestic production of marijuana and investigative techniques, as well as an update on the current state of the law in applicable areas, such as search and seizure. This school was extremely successful and we intend to continue this project across the district with at least four more schools, similar to the first one held in Gulfport.

II. LECC State District Law Enforcement Meetings

This program was started by the LECC in order to promote liaison activities between Federal, State and local agencies and to let state and local officers know what services might be available from Federal law enforcement agencies in the Southern District of Mississippi. I, along with the local SAC's or

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supervisors of all Federal law enforcement agencies, have set up and attended meetings with the State District Attorneys in their offices and have invited all heads of state and local law enforcement agencies within the State court district to attend. Several of these meetings have been held to date and we intend to complete this series of meetings within the next twelve months. Thereafter, we intend to being the rotation among the State Court districts again so that we can continue our liaison activities with each other.

III. State and Local Undercover Operation

This project was adopted by the LECC as part of our drug program to keep applying pressure at all levels of drug trafficking in the Southern District of Mississippi. Five municipalities each contributed one man to this undercover operation which has been coordinated by the LECC. This five man undercover team will move from municipality to municipality and operate for sixty to ninety days at each location.

The DEA, U. S. Attorney's office, Mississippi Bureau of Narcotics, Mississippi Highway Patrol, and Regional Organized Crime Information Center (ROCIC) are serving as coordinating and oversight agencies for the actual operation of the undercover program. The State Field Representative for ROCIC, Mr. Derryle Smith, is serving as coordinator of the project for the LECC. Five municipalities will become involved as the project continues and we rotate agents in and out of the operation.

The primary goal of this program is to keep pressure applied at the street level in narcotics traffic. The LECC also felt that this would be an excellent way to gather intelligence information for the benefit of all law enforcement agencies in the Southern District of Mississippi, as well as to develop a new and more widespread informant base.

This program actually became operational on May 16, 1983, and several undercover cases have already been made by the undercover team. We certainly anticipate that this program will

I MENTIONED HELICOPTERS. WE ARE NOW UTILIZING CORRA HELICOPTERS, AND WE ARE TESTING THE BLACKHAWK HELICOPTER, BOTH ON LOAN FROM THE ARMY. RECENTLY THE BLACKHAWK HELICOPTER WAS INVOLVED IN A VERY LARGE SEIZURE IN SOUTH FLORIDA WHICH NETTED 625 POUNDS OF COCAINE. THE COCAINE HAD A STREET VALUE IN EXCESS OF 400 MILLION DOLLARS.

WE ENVISION THE ACQUISITION FROM THE MILITARY OF ADDITONAL HIGHLY SOPHISTICATED INTERCEPTION AND TRACKING AIRCRAFT WHICH WILL BE RADAR AND FLIR EQUIPPED FOR USE IN SMUGGLER AIRCRAFT DETECTION.

ONE NEW PIECE OF EQUIPMENT, A NAVY P-3 AIRCRAFT, SHOULD SOON BE AVAILABLE FOR TESTING AND EVALUATION. THE ACQUISITION OF THIS EQUIPMENT, WILL ENABLE US TO EXPAND OUR AIR MODULE CONCEPT AND PROVIDE GREATER DETECTION AND INTERCEPTION CAPABILITIES IN OTHER AREAS WHERE THE THREAT HAS INCREASED--THE GULF AREA, ALONG THE ATLANTIC COAST, AND IN THE SOUTHWEST AND WESTERN BORDER AREAS.

IT IS ESTIMATED THAT APPROXIMATELY 97,000 POUNDS OF COCAINE WILL ENTER THE UNITED STATES IN 1983. OF THIS AMOUNT, 40,000 POUNDS (OR ABOUT 41 PERCENT OF THE TOTAL COCAINE ENTERING) WILL BE SMUGGLED BY PRIVATE AIRCRAFT. OBVIOUSLY, THERE IS A LARGE SMUGGLER POPULATION WE HAVE YET TO STOP OR DETER.

WE HAVE BEEN ASSESSING THE THREAT IN THE GULF AREA BY CONDUCTING SPECIAL ENFORCEMENT OPERATIONS AND REVIEWING INTELLIGENCE DATA. DURING A RECENT OPERATION, THERE WERE TWO SIGNIFICANT SEIZURES--ONE INVOLVED 600 POUNDS OF MARIJUANA AT JACKSON, MISSISSIPPI ON JUNE 19, AND THE OTHER ON JUNE 23, INVOLVED AN AIRCRAFT WHICH CRASHED IN GEORGIA, WHICH CONTAINED A VERY LARGE AMOUNT OF MARIJUANA.

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Mississippi but I will at this time close with these remarks and will be pleased to make myself available for questions from the Senators for as long as you may wish. Thank you very much once again for allowing us this opportunity and I thank that I speak for all law enforcement when I say "thank you" for bringing law enforcement problems to the attention of the United States Congress and to the attention of the citizens of this area, this State and this Country. Senator Cochran and Senator Hawkins, we certainly appreciate your efforts to assist in the law enforcement effort and we pledge to you our continued efforts to combat the problem here in the Southern District of Mississippi.

Thank you.

IMPEDIMENTS TO DEA ACTIVITIES

Senator COCHRAN. Thank you very much, Mr. Phillips. I understand that DEA is, of course, one of the most visible drug enforcement agencies at the State and Federal level throughout the country. It has been my experience as a former member of the Senate Judiciary Committee which discussed policies, procedures, and authorities of DEA, that an excellent leadership role has been played by the Agency. To what extent, if any, do you think DEA may have its authorities impeded, if any, or restricted by combining the efforts of the FBI, local, and State agencies, and even the Department of Defense, and in the drug effort. Is this going to mean too many people in the kitchen, or messing up the soup or whatever that old saying is? What I am saying is, would it be better if everybody else stayed out of the way?

Mr. BRYDEN. No, sir; that is a very appropriate question. I think the various organizations that have been formed in the last 2 years have been very solidifying to the way the DEA has always operated anyway. We seldom work on investigations as a single agency and we never have. Narcotics is a type of violation that lends itself to cooperative efforts, because every police agency, no matter at what level in this State, or wherever has access to information that may allow them to do something separate, that we in the Drug Enforcement Administration don't have, so we are delighted and encouraged by the direction. I think Federal Drug Enforcement is heading in the right direction, personally, and from the DEA viewpoint we are getting resources and funds and it is very encouraging.

CREDITS TO AGENCIES FOR DRUG BUSTS

Senator COCHRAN. There was a suggestion that someone made that we are going to see a breaking down of enthusiasm and morale because agencies might no longer get credit for a drug bust

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or a special effort in an area that they may once have been able to claim was exclusively theirs. Is this a problem in your judgment?

Mr. BRYDEN. I really don't see it as a problem. I think the media releases that are made by the organizations, the OCD task force, and the NNBIS operations are fair in their distribution of credit to all of the agencies involved. I don't think there is an effort by any of the agencies to let the media think they are doing it alone. It is a cooperative effort. It has been and it must continue to be.

Senator COCHRAN. Well, I am very happy to hear that, and I am encouraged by that kind of response. I think the time has passed when we see petty jealousies and jurisdictional disputes impeding the effectiveness of our law enforcement efforts. I think the same thing has been true in the past, when we worry about whether the Department of Defense needs to strictly adhere to a military role, or a military macho mission, you know. It is not really militarylike to get out looking for drug smugglers. You ought to be shooting enemies across a battlefield. That's the traditional role. I think we need to get away from that kind of thinking. I am encouraged that now everybody realizes that that kind of attitude is not going to be very helpful, and it is not a problem.

The military is prepared to cooperate fully, and interagency cooperation is very important, and I think we are seeing some great efforts made and successes realized in that area.

NNBIS PROGRAM

I wonder about this NNBIS program [the National Narcotics Border Interdiction System] here in our area. Is that going to help you do a better job here on the gulf coast region?

Mr. BRYDEN. I think that it is going to do several things to a higher level than we have been able to accomplish in the past. We, that is Admiral Stewart and I, talked about this before. We almost went to an NNBIS type program about 1 year ago because of an operation that we had, a cooperative operation with the Coast Guard and DEA, and we sat up in Admiral Stewart's operational office and listened to radio traffic between three or four different agencies and almost at the same time we all turned to each other and said we ought to do this on a regular basis, and have a formalized process, and the admiral was in the process of changing this operations center when the NNBIS program was mandated, so I am very pleased with that. I think that it is going to help us in this area. It gives us one focal point that General Berry talked about earlier this morning in the hearing, that can pull together all of the resources and instead of making 15 phone calls to coordinate an activity, you can now make one or two, and I think that pulls us altogether to a central location, so I am enthused by that and encouraged, and although it has just been in operation a short period of time, I don't think we have any insurmountable problems, and I think the citizens of the State and in this area will be the benefactors.

Senator COCHRAN. George, I was interested in hearing your statement that narcotics and drug trafficking have become the No. 1 law enforcement activity here in the gulf coast region. I don't know why I am surprised, after a day, almost a half day of testimony,

about that issue, but it really has put pressure on our resources, and I suppose on your office as well.

You mentioned designating people to serve on this drug task force as a part of that. Is this going to make it difficult for you to carry out your other functions that you are required to do as the Chief Prosecuting Attorney for the U.S. Government in this area?

Mr. PHILLIPS. Well, I hope it will ease the situtation some, Senator. We have had the new prosecutor assigned to the drug task force operations. We all know now, I guess, that I am the boss or the higher prosecutor.

Senator COCHRAN. Yes; you made the paper this morning.

Mr. PHILLIPS. Yes; but that does not mean we are not going to prosecute cases. We have significantly increased total prosecutions in the last 3 years, in this district. We are working with the same amount of manpower. We are sort of suffering from our own catch-22. We have had a very aggressive prosecutor, and now are just absolutely overloaded with cases. We will work all of those cases, and what we are saying, I think, is that we are going to have to slow down a little bit because of this tremendous backlog that we have got in the region and pick up that backlog and work it before we can take any new cases. That also doesn't mean that we won't work with the reaction type of crimes where we have to take people down on the scene, make arrests on the scene, bank robberies, drug cases, that sort of thing.

COURT PRESSURES ON MISSISSIPPI

Senator COCHRAN. Let me ask you this. I was interested in what Paula Hawkins was telling us about bringing in this task force of extra prosecutors and extra judges, really putting a big push into that south Florida area to try to do something effectively about the drug smuggling business. Are we almost at that point here in our State where we are going to have to be calling on Washington to send us more prosecutors, send us more assistant U.S. attorneys on a temporary basis out of Washington, or Federal judges?

Mr. PHILLIPS. We have the heaviest docket of cases in this southern district of Mississippi, and the Federal court of any U.S. district in the country. That is per-judge caseload.

Senator COCHRAN. I wonder if we are about to reach that point with your office. We have 100 cases, I think this report says, to prosecute and there are four persons in the office doing the business of prosecuting criminal cases.

Mr. PHILLIPS. Yes, sir, of course, we realize in this time of budget restraints that we all have to sort of make do with what we have, and of course, with a hiring ceiling, if we get a new assistant U.S. attorney in this district, for instance, that means we took one away from another district somewhere else in the country. I know that you are acutely aware of the problem with the judges. They are tremendously overloaded and of course they are backed up all the way through the system, and it also backs up into our office.

Senator COCHRAN. I was going to ask you about that. What effect that has on your ability to get a hearing on a motion or do whatever you have to do to go through the legal process to prosecute a person.

Mr. PHILLIPS. Yes, of course it does have an effect because, as I just said, it backs up all the way through the system. The judges are tremendously overloaded, and I know that you are doing everything that is in your power to offer them some relief.

Senator COCHRAN. The Senate has passed a bill creating three new judgeships for the State of Mississippi. Now, I am not criticizing the House for not passing it, but they haven't. It is there in the Judiciary Committee. Maybe if we all wrote Chairman Rodino a letter to let him know what's going on down here, it might have an effect.

Mr. PHILLIPS. That backlog, of course, has created civil problems. We have a tremendous civil load, and of course, our office is also responsible for civil cases and that is also backlogged.

CONCLUDING REMARKS

Senator COCHRAN. Well, I think we have had an excellent hearing today. I am going to wind up the day by going out to Keesler Air Force Base and getting an inspection tour of the Falcon aircraft. It is a specially equipped radar plane with computer capabilities which is used in this drug interdiction effort, and I am looking forward to having the opportunity to learn more about that surveillance aircraft. I want to tell you that all who participated here have really done an excellent job in the preparation of the statements. The statements have been just excellent. I know I have learned a lot and I think that Congress will benefit from this review of a very challenging and important problem that we must solve.

I think the resources that are being now marshaled in this effort are going to mean that we are going to win this war against drug smuggling. It has to be won. It could absolutely erode the very foundation of our country morally, physically, and economically.

So I think we really have to do everything that is possible to interdict the drug smugglers, to make sure that we move in the education area. I was impressed with the testimony of June Milam and her testimony about Kids Against Drugs, organizing peer groups to put the pressure in the opposite direction in the schools, and in the fact that here in the southern district George Phillips has organized this LECC which is applauded by local law enforcement agencies as a very integrated effort, coordinating activities. The Citizens Against Drugs and Crime is something that Paula Hawkins has organized in her State. Maybe we ought to consider that in Mississippi and coordinate it with what June Milam is doing. That could be an effective way to help spread information, and make people more aware of what is going on.

The drug interdiction program described by General Berry that he thinks is so important, I think we have many good suggestions, and I think that this hearing also focuses attention on the fact that we do have a lot of resources that maybe we haven't been using in the past. We have access to the U.S. Armed Forces and we have a lot of resources now which can be made available in a coordinated way, one-stop shopping at New Orleans, just a short way from our area where we can have access to virtually unlimited resources

compared with what a local law enforcement organization usually has to work with.

I think this has been a very important hearing, and I want to also tell you that Carlton Turner, who is the President's Adviser on Drug Abuse at the White House, was very helpful to me in developing the format for the hearing today.

He wanted to be here but he is out of the country, as a part of the State Department's efforts to decrease the importation of drugs through negotiations, putting diplomatic pressure on foreign governments. His wish is that he could have been here, and he asked me to convey his greeting to all of his home State. You know, he is from Claiborne County, Miss., just a good old boy from down home, and he is sitting in the White House right there heading up the President's Office on Drug Abuse and doing an excellent job for our country.

Our staff has been of great help. June Walton on my personal staff has been working very hard in preparation for these hearings and she is a lawyer from Mississippi and has been very helpful. The staff of the Defense Appropriations Subcommittee has also been very helpful, and Senator Hawkins' personal staff has been helpful in setting up the hearings as well.

That's about it. I thank all of you for being here at the hearing. [Applause.]

CONCLUSION OF HEARING

[Whereupon, at 1:15 p.m., Saturday, July 23, the hearing was concluded and the subcommittee was recessed to reconvene at the call of the Chair.]

STATEMENTS SUBMITTED SUBSEQUENT TO HEARING

[CLERK'S NOTE.—The following statements were submitted subsequent to the hearing by witnesses unable to attend the hearing:]

JOINT PREPARED STATEMENT

MIKE SHELTON, GULFPORT, MISS.

AND

JIM NICHOLSON, PHILADELPHIA, PA.

Madame Chairman Sen. Paula Hawkins, Sen. Thad Cochran, members of this hearing committee. We thank you for the opportunity to present testimony today at this Senate Drug Enforcement Caucus Hearing.

If the so-called "War on Drugs" was suspended today and an honest count made, we would have to say that this nation lost the war on drugs. As far back as ten years ago it was evident that usual law enforcement resources were insufficient to cope with this unusual problem—a tragic phenomenon to our times.

Narcotics investigators would concede that their work is lonely, dangerous and too often fruitless as two pushers take the place of every one caught. It is also a matter of record that once a shipment of narcotics enters this country, the dispersal is so immediate and multiple that confiscation of even a small fraction is difficult. Over the years the narcotics industry has evolved to become an $80 billion system with numbers of personnel and resources at its illicit command which are staggering.

Members of this caucus, we are becoming experts in understanding what will not work in stemming the drug tide. Let us briefly look at the list:

Paying large sums of money to Middle Eastern or South American Countries to refrain from growing drug derivative crops, has not worked.

Adding a few more people to the thinly-stretched Customs and Border Patrol personnel has not worked.

Local, county, state and federal narcotics investigators making a steady stream of street arrests has not worked.

Longer prison sentences has not worked.

Education in the schools and communities has not worked.

All of these efforts have been sincere and enjoyed some isolated successes. But we are not talking about cleaning up a school yard, or a section of a city or a portion of coastline. We are talking today about reclaiming title to the fiber and fabric of a nation. If we are ever going to take the offensive in the war on drugs, bold and sweeping initiative will be required. Thus far, this has not happened.

We offer today, for the consideration of this caucus, three recommendations.

Our first is more in the form of an endorsement of Sen. Thad Cochran's proposal to employ elements of our Armed Forces on the drug enforcement front. Only the vast and sophisticated resources of our defense establishment are adequate to detect and intercept drugs and drug dealers on our borders. The defense establishment has the money, manpower, equipment, leadership and discipline to do what needs to be done.

We anticipate criticism of this recommendation from several quarters. The critics will say this is not the job of our defense establishment. The critics will be wrong. From the first days of our Republic it has been the mission of our armed forces to safeguard the integrity of our shores and defend the nation from hostile intrusion. We submit that the vast infiltration of narcotics into this country is clearly hostile intrusion and the people who bring it in are enemies of this nation. And this hostile intrusion has been inflicting heavy damage on this country for a very long time. That is a matter of record.

While our armed forces train, equip and prepare for any future aggressor, a real aggressor is upon us.

There is ample precedent for the use of federal troops in this country when a local or state situation goes beyond the control of usual authority, be it natural disaster or civil disturbance. In the late 1940's, federal troops were used to restore authority and law to Phenix City, Ala., when local and state authorities were either unable or unwillng to perform.

Our second recommendation is intended to dusrupt and dislocate the $80 billion financial system of the narcotics czars of this country.

We would recommend the re-design and recall of the drug world's coin-of-the-realm—the $100-dollar-bill.

What this would do is flush the system.

It is not unusual for other countries to change their currency when the black market economy threatens to create havoc with the financial system. This was done in Korea in 1952, for example.

According to recent federal reserve statistics, there are now more $100-bills in circulation than any other denomination. Some economists have said this also suggests hoarding. And it has been a subject of some media attention that the heaviest deposit and use of this denomination has been in the sunbelt drug corridors of Southern California and South Florida.

We submit that the controlled and monitored recall of this denomination would give the IRS and other authorities a handle on the major narcotics kingpins and their financial empires. We feel this woule seriously disrupt this financial network. We read stories of Florida car dealerships that are no longer startled when a customer comes in to pay cash for a luxury automobile with a stack of $100 bills.

Our third recommendation:

It is time the Federal Reserve join with other federal, state, and local agencies in this war on drugs. The demand for large denomination bills has been sufficient to significantly affect the rate of growth of the monetary aggregate. There is a substantially disproportionate growth of illegal drug transaction (currency) 80 billion dollars. The currency component of M1 in April of 1982 stood at 126.4 billion.

If the Federal Reserve tightens the money supply (M-1) higher interest rates, unemployment and bankruptcy will follow. Would it not work the same when illegal drug transaction (currency) consumes 80 Billion of 126.4 billion? Higher interest, more unemployment and bankruptcy.

We ask for the Federal Reserve to place an asterisk below its weekly M-1 figures of the amount of currency in illegal drugs to inform the American people that the problem is not only moral and illegal but also economic.

The generation that stands behind us, waiting to take over the adult roles in our society, watches this war on drugs. They know how to keep score. If we lose a portion of them to drug use, others to drug dealing and lose the confidence of the remainder, we have lost it all.

They are the pillars upon which we continue to build the next level of achievement. Allow this pillar to fall and the whole temple will topple.

And the generation behind the next one, may find themselves in a land of disorder and chaos, on their hands and knees atop the rubble fighting over a piece of garbage.

What we recommend is undeniably drastic action. But can we afford to do any less?

Thank you.

Prepared Statement of Jerry Medford

Citizen—Mississippi Gulf Coast

Thank you for this opportunity to express my views on a subject that concerns all of us. I would like to begin by saying that I am familiar with the illegal drug smuggling problem. Prior to my retirement from Government service in 1981, I served as the Regional Director of the U.S. Customs Service, Patrol Division, region V, covering the five central south States, Mississippi included. I held that position from 1973 until retirement. I previously held the position of senior resident agent, U.S. Customs and DEA in Texas. My Federal career covered over 32 years service. Therefore, I do believe I am qualified to express a knowledgeable opinion on a most pressing problem and suggest some remedies. The resources of the U.S. Government are not being utilized fully and efficiently. Our Federal efforts have been a failure in stemming the flow of illegal drugs into this country and this is due to a lack of co-

ordination among the various organizations charged with enforcing our drug laws. The DEA, FBI, U.S. Customs, I&NS, U.S. Coast Guard and military authorities, just to name a few. I can assure you duplication and lack of coordination was the number one problem during my 20 years of enforcing the smuggling laws, and it remains the same today. No one is in position to coordinate the Federal effort. Each organization jealously protects its "turf". I have a suggestion on how to better approach the problem and to better utilize all Federal and State resources. First, some of these suggestions are not new. It's just that it is "career limiting" if you express some of them while in Government service. Each Government organization has its own empire and to suggest a more efficient way to do a job that reduces personnel and funding is a cardinal sin and an absolute no-no. This was the case during my Federal career.

Below in a nutshell are my suggestions:

(A) Assign to the Justice Department, DEA–FBI, the responsibility of intelligence gathering and disseminating. They should have the sole responsibility of working with all foreign countries where illegal drugs are produced and transshipped. They would be responsible for identifying importation of the contraband, the ultimate consignees of the drugs, how it is contracted and the final destination, how is it distributed, and finally, identifying who are the people at the top. All nationwide intelligence function would be theirs. They would compile and disseminate this intelligence. Their tactical intelligence information would be shared and would identify the sources of supply, routes and methods of smuggling, dates, places and times of smuggling attempts.

(B) Military role—The military should be utilized to gather intelligence through their routine operations. They have resources that are not accessible to any other organization which can detect and track vehicles, aircraft, boats, etc. The military's role is vital to our enforcement program and should be expanded to assist wherever possible. However, their role is purely intelligence in tracking, spotting and to disseminate to other Federal and State law enforcement officials. They, too, should be nonoperations. This would be in compliance with our constitution.

(C) The U.S. Coast Guard has a major role to play in the drug program. Being nonmilitary in peacetime, their resources could be used operationally. They should be assigned the role as the "lead agency" on all international waters. Their past record of drug seizures is wanting and could be improved by better intelligence support and by more cooperation within the Federal family. All other agencies operating in international waters would report to and be directed by the Coast Guard.

(D) U.S. Customs Service has an important role in drug enforcement and that is coastline interdiction. They should be the lead Federal agency for all arrest and seizures along the borders and within territorial waters. Their role would be to coordinate all Federal enforcement interdiction operations—Government and Statewide. Guidelines should be drawn that will insure full cooperation with State and local officials. This method would assure the Federal Government having one sole organization which historically has been responsible for smuggling.

(E) State and local enforcement officials have the ultimate responsibility and authority in the drug program and should receive all possible intelligence and support from the Federal Government. Too often they are left out and even intentionally excluded due to "turf" control by Federal officials. In all cases they should work with U.S. Customs hand in hand.

(F) Last, but most importantly, there should be a monitoring office set up to insure that each Federal organization is doing its part and operating within these guidelines. I'm not suggesting a drug "czar"—this is impractical under our present structure, but an office whose duty it is to keep high level Government officials informed and abreast of all drug enforcement activities.

This is a much condensed report on a most complex problem within the Government. However, I know it is the first step to insure complete cooperation between the various Federal enforcement offices. Our past failures have been due to a total lack of cooperation and the taxpayer has a right to expect the Government to do a better and more efficient job.